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# ONTARIO PLANNING

Volume 12 Number 1 1965



DEPARTMENT OF MUNICIPAL AFFAIRS

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ONTARIO

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HON. J. W. SPOONER, Minister

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## Planning

### two levels

"Effective municipal planning is the most important challenge facing communities throughout Canada today. Planning, by its very nature, encompasses every aspect of local government. If local government is to survive as a viable element in the governmental structure of Canada, it must accept its responsibility to evolve and to administer a comprehensive plan for the development of the community."

This was a statement made by the Honourable John Robarts, Prime Minister, in a speech to the Community Planning Association of Canada in September, 1964. I think you will agree that it is rather a strong assertion but I would like to make it clear it was not one that was made lightly. Let me repeat the last sentence of it, which contains the heart of the matter, so that no one will fail to understand its import. "If local government is to survive as a viable element in the governmental structure of Canada, it must accept its responsibility to evolve and to administer a comprehensive plan for the development of the community."

Why this emphasis on planning at the local level? It is because the strength of the province, and indeed the whole nation, depends, in large measure, upon the sound condition of the local municipalities. It is in these communities that the people live, work and play and it is here that the basic planning must be done if it is to be effective. We in the Department of Municipal Affairs believe that the responsibility for initiating and carrying out a planning program rests primarily upon the local officials and elected representatives. No two areas are exactly the same and it is the members of the local planning board and council who have a detailed knowledge of their own particular problems, of the strengths and weaknesses in the local economy, of the goals and desires of the citizens, and because of this, no agency from outside the community can develop a planning program that will be as successful in the long run as one that has been devised at the local level with the assistance of permanent planning staff or planning consultants.

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Address by the Hon. J.W. Spooner, Minister of Municipal Affairs, to the Association of Mining Municipalities in Garson, Ontario -- January 16, 1965.

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The Planning Act envisages planning at two levels. The first is referred to as joint planning, and involves two or more municipalities within the same planning area, while the second level consists of a planning area with only one municipality.

The joint planning area should be such as to encompass both urban and rural land and it should be large enough to include within it communities which have a number of basic characteristics and problems in common. Such a planning area usually has as its focus a central town or city plus surrounding areas, whether they are included within organized or unorganized territory, and together they should comprise a unit that has a considerable element of cohesiveness. This cohesiveness may derive from a variety of factors and combinations of factors including dependence upon the same kind of economy, such as mining or lumbering, or the sharing of a common problem or problems related to such things as water supply, sewage disposal or transportation, or simply an economic interdependence resulting from the fast pace of development of all facets of a large urban complex.

In these days of rapid growth and greater mobility, no municipality exists in isolation. Decisions that are made by one council very often have repercussions on neighbouring communities. It is increasingly imperative, therefore, for many matters which affect a common area to be studied, and concerted action taken by a co-operative effort on the part of a number of municipalities.

This kind of co-operation is not possible, however, unless there is some form of organizational machinery to bring representatives of these various municipalities together to study and discuss common problems. This is why, I believe, we must rely more and more in the future on joint planning.

Once a joint planning board has been established, what should its duties be? Although the nature of the problems that are faced will vary from one area to another, the central duty is to study and analyze in detail all aspects of the present conditions and future potential of the planning area from its industrial operations to its agricultural production, from its population growth to its educational facilities, until a thorough understanding is obtained of the nature of the community and what its future is likely to be. This study should be followed by an analysis of the data that have been obtained and ultimately the formulation of an official plan which establishes policies and guide-lines on matters and problems which

affect all of the municipalities within the planning area. These, of course, would include among other things a generalized land-use pattern, a major roads program, joint water and sewer servicing schemes and pollution abatement policies.

A joint planning board should concern itself with examining the possibilities of developing alternative forms of economic activity. This would seem to be of special importance to Northern Ontario where, unfortunately, many of our communities must rely on one or two means of livelihood, whether it be mining and tourism or lumbering and agriculture. We know that the life expectancy of a given mine is limited by the economic value of the ore reserves it contains. Moreover, as in other industries, mechanization in mining as well as in forestry has meant that fewer employees are required as more machines have been introduced. If many of our existing communities are to survive, it will be necessary for new forms of employment to be developed. This might include the establishment of secondary types of industry, the development of tourism, or the introduction of new forms of agriculture.

I would point out to you that in this kind of examination of local economic problems, the planning board would not be on its own. There are considerable resources at the provincial level that may be used. The Department of Economics and Development can give assistance in studying the potential for secondary industry. The Department of Tourism and Information is available to give advice regarding the tourist industry. The departments of Lands and Forests and of Agriculture have been studying forestry and agriculture problems in the north and A.R.D.A. resources are available to enable research to be carried out in these fields. Already, community pastures have been established in the Timiskaming and Cochrane districts for beef cattle grazing, and it is hoped to begin a program soon of consolidating farms into larger units to put agricultural production on a sounder economic basis.

Much of the work that I have been discussing would be of a highly technical nature. How, you may ask, is a joint plan-



ning board, which is composed of public spirited citizens of the community, going to engage in this kind of activity and produce an official plan to recommend to the various councils for adoption? The answer, of course, lies in technically qualified planning staff. The pace of growth is so rapid in this province and the problems with which we are confronted so complex that we can no longer ignore the need to invest, and I use the term deliberately, to invest money in planning and in a planning program. The planning that is done now will not only help to solve some of the immediate problems but it will also help to avoid mistakes that otherwise might be made in the future. In this process, too, I believe that needless or wasteful expenditures of money can be avoided. How often is a school built which is too large or too small because insufficient study has been made of population growth potential? How often has new development been permitted in locations where, it was later found, poor drainage conditions and even muskeg existed, because there was insufficient investigation of sub-surface conditions; and how often has it been necessary to install sewer and water lines in bedrock at great expense because there was no official plan to direct new growth to more suitable areas?

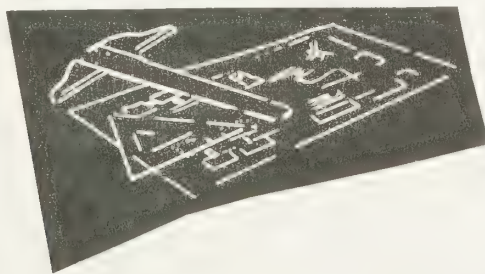
Yes, the elected representatives of our municipalities must accept the fact that planning represents a necessary investment and, accordingly, must be willing to make adequate provision in their budgets. One of the great advantages of joint planning is that the financial resources of an area can be pooled so that each municipality which otherwise could not afford a planning program on its own, may, through participation in a joint planning board, obtain the necessary planning assistance.

In order to plan effectively and successfully, however, it is vitally necessary to obtain the services of qualified planning personnel. Now, I recognize that there is a shortage of planners in the province at the present time. The demand is much greater than the ability of our universities to produce planners and this will continue for some years yet. We in the Department of Municipal Affairs are trying to alleviate this condition somewhat, first, by assigning permanent field representatives to various areas of the province to give general planning advice to municipalities. Two of these field men were appointed in 1963, one stationed at the Lakehead and one in Sudbury, with three more to be appointed in the future. I might say that even we have been affected by this keen competition for planners because within the last few months our man in Sudbury was enticed away by the Sudbury

Planning Board, and so we must find a replacement for him as soon as possible.

The second method of alleviating the shortage of planners will be the establishment in the Department in the near future of a practical training program for persons who have had no formal education in planning but who are interested in the planning field. This program is designed to suit the needs of each person who is selected and will include practical work within the Department and in our field offices, as well as courses under the direction of one of our senior personnel, and perhaps in some cases, admission into selected courses of lectures at a university. The period of training will vary depending upon the qualifications and experience of the individual but it is expected to last between one and two years. It is the hope, of course, that some of those who complete the program will remain with the department but our main purpose is to make available to planning boards persons who, although they will not be professional planners, nevertheless can make a significant contribution to a planning program.

Until a larger supply of qualified planners is available, however, it may be that some planning boards will not be able to retain permanent staff. Let me emphasize that even though this is the case, it is no reason to delay planning activity that is vitally necessary. In this connection I would suggest that we have a number of excellent firms of planning consultants operating in the province who can be relied upon to do a competent job in carrying out planning studies and producing an official plan in conjunction with the planning board.



I said previously that The Planning Act envisaged planning at two levels. I have emphasized joint planning because I think it is the more important, and because, unfortunately, there has not been enough activity at this level. The second level of planning involving only one municipality can be either in the form of a subsidiary planning area operating within a joint scheme or a single independent planning area which is

not related to any joint organization. The function of a planning board within either a subsidiary or single independent planning area is to study in detail the problems peculiar only to its own municipality and to devise an official plan to guide the nature and form of future development. Naturally, such an official plan will have to be related to what exists and is likely to develop within a larger area but the plan itself is concerned only with shaping development within the boundaries of a single municipality.

Now, having discussed at some length the vital need for planning, and considering the fact that The Planning Act has been in existence for almost 20 years, I would like to examine for a few moments some statistics on planning activity in the province at the present time. There is a total of 385 planning boards made up of 80 joint boards, 137 subsidiary boards and 168 single independent boards. Of this total, at least 150 boards may be said to be inactive either because they have ceased to exist through non-appointment of members or because there is no current program being carried on. Moreover, only 34 percent of the planning areas are covered by official plans and of these plans approximately 39 percent are out-dated or are otherwise inadequate. Some of them have never been revised since they were approved, perhaps ten years ago. Others do not contain all of the elements that should be included within a plan such as a staging program to establish a pattern and sequence of growth or a major roads program to indicate what existing roads need to be widened and what new roads need to be constructed. This means that only about 20 percent of the planning areas in the province are covered by what may be considered as adequate plans. When a breakdown is made, the figures for Northern Ontario and Southern Ontario are very similar with Northern Ontario having a slight edge. Thirty-seven percent of the planning areas in Northern Ontario are covered by plans whereas in Southern Ontario it is 32 percent; and 22 percent of the northern planning areas are covered by adequate plans while in Southern Ontario it is only 19 percent.

I do not wish to burden you with statistics but I think it is time that we faced facts. These figures indicate that insufficient energy and resources have been allocated to community planning by local councils. It is common to pay lip service to planning and the need for planning but too little concrete effort has been made to enter into a meaningful planning program. It is not enough simply to appoint a planning board. Under The Planning Act, a planning board has definite responsibilities and the most important of these is to under-

take studies to produce an official plan for recommendation to its council or councils. This cannot be done without an adequate budget. Why are so many councils in the province reluctant to allocate the necessary funds?

Planning is primarily a local responsibility and councils must realize the fact that money must be spent if a positive planning program is to be developed. In this connection, I can say, the provincial government is sufficiently convinced that planning must be carried out by municipalities, that my department is currently studying the situation to determine what incentives or other measures need to be instituted to strengthen and expand planning activities, especially at the joint level.

Although the province certainly has an interest in encouraging local planning, and in fact is doing so in many positive ways at the present time, I believe that unless a greater spirit of co-operation between local units of government is developed and unless more energetic programs are undertaken, our structure of local government, as we now know it, will not survive. The challenge is there, ladies and gentlemen, and if we are not able to meet it under the existing system, then clearly it will be necessary to investigate alternative methods of getting the job done.

I leave this thought with you and all the other municipalities in Ontario. Would you and your citizens appreciate and approve if the Minister of Municipal Affairs did your planning? -- I doubt it!!



## First of a series :

### Committees of adjustment :

#### organization and operation

The committee of adjustment in Ontario functioned solely in the field of zoning until May 3, 1965. Prior to that date the existence of the committee of adjustment was usually justified on the ground that it is virtually impossible to foresee every exigency in drafting a zoning by-law, so that there should be some simple, inexpensive means of correcting an oversight in situations where requiring strict adherence to the letter of the by-law would cause undue hardship and where easing the terms of the by-law to a minor degree would not result in any appreciable reduction in the enjoyment of their properties by the occupants of neighbouring land and would not produce any significant attack on the public interest. In regard to its zoning function, it is what its name implies - a committee of adjustment. It has the power to make adjustments in the application of a zoning by-law so that the by-law works in a realistic and reasonable fashion. As somebody has said, it takes the pinch out of the zoning shoe.

Perhaps an illustration or two would be helpful at this point. Let us suppose that the council of a municipality, guided by its official plan and by competent planning advice, has decided that a minimum lot frontage of fifty feet should be prescribed for a particular area. Let us suppose, too, that the research that has gone into the planning program indicates that all lots in the area are fifty feet or more in frontage. The by-law is passed without any objection from any property owner claiming that the fifty-foot requirement will create any hardship. However, after a few years the

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Following is the first in a series of ONTARIO PLANNING articles dealing with the May 3rd transfer of consent-granting authority from planning boards to committees of adjustment. The articles are adaptations of key papers delivered at five one-day meetings held recently throughout the province to help familiarize committees of adjustment with their new duties.

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owner of a vacant lot that he believes to have a fifty-foot frontage applies for a building permit and finds that his lot is a few inches short of the fifty-foot frontage requirement. He will probably be refused a building permit and even if one is issued he will probably find that no conventional mortgage agency will advance him any money for the construction of an illegal, non-conforming use. If he manages to get a building permit and to carry out his construction program with his own money or with money borrowed from someone not inclined to worry about the effect of a zoning by-law and the possibility of legal action to prevent the construction from proceeding or to require the removal of the offending structure, he may still find cause to regret his action if he tries to sell his property and finds that solicitors for prospective purchasers warn their clients against purchasing the property.

Prior to the advent of the committee of adjustment the lot owner would have had only three alternatives - abandon his plans for construction, apply to the municipal council for an amendment to the by-law, or violate the by-law and take the consequences.

The preceding illustration involved a property that was non-conforming in terms of lot dimensions from the moment the zoning by-law came into force, although the owner probably was not aware of this. Other situations might concern properties that conform to the provisions of the by-law but because of some physical factor, such as the placing of a house on a lot, would result in undue hardship to the owner if he should wish to make some quite reasonable and inoffensive structural change. Let us consider what might happen in an older residential area characterized by large two-storey and three-storey single-family houses that were the outward expression of gracious living a couple of generations ago but are now found to be too commodious and too expensive for modern tastes. Recognizing this, the municipal council - again on the planning advice of which it has wisely availed itself - may have provided in the zoning by-law that such houses may be converted into two or three separate dwelling units. Perhaps minor structural alterations will be required to accomplish this conversion in some cases, such as an addition to accommodate a separate entrance and stairway to the second and perhaps the third floors. Possibly almost all of the houses in the area are so located on their respective lots that these alterations can be made without encroaching on the side-yards prescribed by the zoning by-law - sideyards that may be very generous in such an area. However, one house may be so located that an addition essential to an otherwise legal

conversion could not be made without violating the sideyard requirements, by a few inches or even by a foot or more. Again, the same three alternatives would have confronted the owner of the property before legislation for the establishment and operation of committees of adjustment was enacted.

In situations such as those just described and in many others that might be cited, it would be unthinkable to leave the property sterilized or to insist that it be frozen in its existing use merely because such minor and insignificant considerations lie between a reasonable use of the property and strict observance of the provisions of the zoning by-law. Equally, nobody would seriously suggest that the owner should proceed in contravention of the by-law. Prior to the existence of committees of adjustment this left only one alternative -- amending the zoning by-law.

There are obvious objections to such a course. It would involve the municipal council in using up a great deal of its valuable time in dealing with relatively minor matters - time that should be properly devoted to the more important policy matters that are the primary responsibility of municipal councils. It would clutter up the zoning by-law with a myriad of amendments affecting individual properties, thus complicating the administration of the by-law and making it difficult for property owners and prospective purchasers to determine what the zoning regulations are affecting their own properties, their neighbours' properties, or properties that they are considering buying. It would leave the property owner under the necessity of going through the same procedure to obtain a relatively minor change in the by-law that is required for sweeping and much more significant amendments, involving a period of time that might be quite justified in more important re-zoning matters but that would seem to be unreasonably long and costly to all concerned for such relatively minor decisions.

The committee of adjustment was originally devised to provide a simpler, swifter, less expensive means of adjusting zoning regulations to exceptional situations where no major change in land-use regulation is involved. An appreciation of the exact nature of its authority in respect of zoning matters and the limits within which this authority can be exercised can be gained from a careful reading of subsections 1 and 2 of section 32b of The Planning Act.

There is one other responsibility of committees of adjustment in respect of zoning. It is the provision in

subsection 3 of section 30 of The Planning Act for committees of adjustment to approve the use of land or buildings for specified hazardous uses where there is an official plan in effect and where the zoning by-law contains a provision requiring such approval.

The range of responsibility of committees of adjustment was broadened by the enactment of the amendments to The Planning Act that came into force on May 3, 1965. The effect of these amendments was to transfer to committees of adjustment the authority previously exercised by planning boards for granting consents to certain types of land transactions in areas of subdivision control and areas of part-lot control designated under section 26 of The Planning Act. While the preferred method of subdividing land is by registered plan, a single new lot or block can be created in areas of subdivision control without a registered plan if the consent of the committee of adjustment (where one is in existence) is obtained. The committee of adjustment can grant a consent only if it is satisfied that a plan of subdivision approved under section 28 of the Act is not necessary for the proper and orderly development of the municipality. (See subsection 2a of section 32b.)

### Origins

Both in name and in function, the committee of adjustment in Ontario bears a resemblance to agencies that have been set up in various parts of the United States with the objective of introducing a desirable degree of flexibility in the application and administration of zoning by-laws. Many other Canadian provinces, too, have provided for such agencies, although Ontario seems to be the only jurisdiction that calls them committees of adjustment. They are known as zoning boards of appeal in British Columbia, appeal boards in Alberta, boards of zoning appeals in Saskatchewan, and zoning appeal boards in New Brunswick. Manitoba, Nova Scotia, and Newfoundland have provisions for administrative adjustment of zoning by-laws but without general provision for a specific type of special agency for the purpose. Quebec and Prince Edward Island either do not have a problem or they seem to have solved it without any statutory provision for administrative adjustment.

The first mention of committees of adjustment in Ontario's statutes came in 1947, one year after the present Planning Act was passed. Six years later, at the end of 1953, there were 16 committees of adjustment in existence. During that year, almost 850 applications for variances or permissions were decided upon by these 16 committees. The number of committees

of adjustment had climbed to 119 by March 10, 1965. The total number of decisions on applications under subsections 1 and 2 of section 32b was 3,414 in 1964. These figures give some indication of the degree to which Ontario municipalities have taken advantage of their right to establish these agencies and of the degree to which the services of these agencies have been used by property owners.

#### Establishing a Committee of Adjustment

The authority for constituting and appointing a committee of adjustment is found in section 32a of The Planning Act. The only prerequisite now to the council of a local municipality setting up a committee of adjustment is that the municipality must have passed a by-law under section 30 of the Act or a predecessor of this section. Section 30 is the provision for passing what are commonly known as zoning by-laws (although some such by-laws do not actually "zone" land), sometimes referred to as restricted-area by-laws. Prior to 1962, the Act required that there must be an official plan implemented by one or more by-laws before a committee of adjustment could be formed.

The Act specifically requires that the constitution and appointment of a committee of adjustment be by by-law (subs. 1). The provision that the appointment of members to the committee of adjustment be approved by the Minister was removed in 1963.

The Act specifies that each committee of adjustment is to be "composed of such persons, not less than three, as the council deems advisable", (subs. 1), provided that each member must be a resident or ratepayer of the municipality and that no member of the council of the municipality and no employee of the municipality or of a local board of the municipality (except a teacher employed by a board of education or a school board) is eligible for appointment (subs. 2 and 3).

The regular terms of office for a member of a committee of adjustment is three years (subs. 4). Presumably to guarantee a desirable degree of continuity of membership, terms of office are staggered. This is accomplished by appointing one-third of the original members of the committee for a one-year term, one-third for a two-year term, and the remaining one-third for a three-year term. Members are eligible for re-appointment. (subs. 5). It is in the discretion of the municipal council how much compensation, if any, shall be

paid to members of committees of adjustment (Subs.10).

#### Organization and Status of the Committee of Adjustment

Very little is said in The Planning Act about the organizational structure of committees of adjustment. Subsection 8 of section 32a provides the members of a committee shall elect one of themselves as chairman and if the chairman is absent the committee may appoint another member to act as chairman pro tempore. Each committee is required to appoint a secretary-treasurer and is given the authority to "engage such employees and consultants as is deemed expedient, within the limits of the moneys appropriated for the purpose" (subs.9).

While The Planning Act provides that planning boards are bodies corporate and that the execution of documents by planning boards are to be evidenced by their corporate seals, as well as by the signature of their respective chairmen and secretaries-treasurers, there are no such specific provisions in the Act relating to committees of adjustment. Committees of adjustment seem to fall within the definition of "local board" in The Planning Act, The Department of Municipal Affairs Act, The Ontario Municipal Employees Retirement System Act, 1961-62, and other statutes, however, and are thus subject to the same general privileges and requirements that these various Acts extend to all local boards in such matters as auditing and accounting, pension arrangements, and so on.

#### Financing the Committee of Adjustment

Funds for the operation of committees of adjustment come from the municipal corporation through an appropriation by the municipal council. The only specific references to this in The Planning Act are in subsection 9 of section 32a which, as already mentioned, provides that the committee of adjustment "may engage such employees and consultants as is deemed expedient, within the limits of the moneys appropriated for the purpose", and in subsection 10, which provides that "the members of the committee shall be paid such compensation as the council may provide".

While there is authority in subsection 5 of section 32b for the committee of adjustment to levy fees for considering applications, it is generally accepted that these fees should be paid over to the municipality and not retained by the committee to offset its operating costs. The maximum fee that

can be levied is \$25 and the tariff of fees prescribed by the committee may vary according to the type of application.

#### Rules of Procedure

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The importance of rules of procedure cannot be over-emphasized. Without having adopted rules of procedure approved by the Minister, the committee of adjustment cannot hear or dispose of any application for a minor variance under subsection 1 of section 32b of The Planning Act, for permission to do any of the things covered by subsection 2, or for consent under subsection 2a unless it has adopted such rules and had them approved.

The provisions of the Act relating to rules of procedure are found in subsection 12 and 13 of section 32a. These provisions are very important and they read as follows:

- (12) The committee shall adopt such rules of procedure as are approved by the Minister, and no committee shall hear or determine any matter unless such rules have heretofore been or are hereafter so adopted and approved, and such rules may be amended with the approval of the Minister.
- (13) The Minister may require a committee to amend or revise its rules of procedure and, if the committee fails to comply with such requirement within the time limited by the Minister, it is without jurisdiction to hear or determine any matter until its rules are amended or revised and approved by the Minister.

There is some argument as to whether applications to a committee of adjustment under subsection 3 of section 30 of the Act, relating to the uses of land or buildings for hazardous purposes, must be dealt with in accordance with the rules of procedure required by subsection 12 of section 32a. This question has yet to be resolved.

The Community Planning Branch has made available a set of suggested rules of procedure for many years. These suggested rules have been revised a number of times to bring them into line with amendments in the legislation and to improve them in the light of changing conditions and experience in their operation. A new revision designed to adopt the suggested rules to the new requirements that arose when the authority for granting consents was transferred to committees of adjustment on

May 3, 1965, was prepared and distributed early in 1965.

#### General Method of Operation

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Committees of Adjustment act in respect of applications submitted to them: (1) applications under subsection 1 of section 32a of The Planning Act for minor variances from provisions of a zoning by-law or a by-law that implements an official plan; (2) applications under subsection 2 of the same section for permission to enlarge or extend a legal, non-conforming building, to substitute a new non-conforming use, to extend or enlarge a use into an adjoining area where it would otherwise be prohibited, or to establish a particular use in an area where the permitted uses are defined in general terms; (3) applications under subsection 3 of section 30 for approval for the use of property in designated areas for certain specified hazardous purposes; and (4) applications under subsection 2a of section 32b for consent to certain types of transactions affecting land in areas of subdivision control and in areas where part-lot control is in force. They must hold public meetings on all applications - at least on all applications under section 32b. As already mentioned, they must have adopted rules of procedure, approved by the Minister of Municipal Affairs, and they must act in accordance with these rules in such matters as sending out notices of their hearings of applications submitted to them. Subsection 3 of section 32b requires that "the hearing on any application shall be held within thirty days after the application is received by the secretary-treasurer". Subsection 6 requires the committee to "...hear the applicant and every other person who desires to be heard in favour of or against the application, and the committee may adjourn the hearing or reserve its decision". The chairman may administer oaths.

A majority of the members of a committee of adjustment constitutes a quorum (s.32a, subs.6) and no decision of a committee on an application is valid unless it is concurred in by the majority of the members of the committee that heard the application. The decision of the committee, whether granting or refusing an application, must be in writing, must set out the reasons for the decision, and must be signed by the members who concur in the decision (s.32b, subs.8).

The giving of reasons for decisions is important, not only because it is required by the Act but for other reasons as well. As Professor J.B. Milner of the Faculty of Law, University of Toronto, has stated, this requirement is sound for three reasons: "First and most important, it should force

the committee to think more clearly about its case than it would if it could give oral reasons at the hearing. Second, it enables the applicant or his opposition to study the reasons carefully in case either desires to appeal to the Municipal Board. Third, it provides a record for the Municipal Board to study on the appeal, if it should be so interested. (ONTARIO PLANNING, Vol.5, No. 8, 1958).

Subsection 9 of section 32b provides that "Any authority or permission granted by the committee under subsections 1 and 2 may be for such time and subject to such terms and conditions as the committee may deem advisable and as are set out in the decision". Subsection 9a of section 32b provides that "The committee, in determining whether a consent is to be given under subsection 2a, shall have regard to the matters that are to be had regard to under subsection 4 of section 28 and has the same power to impose conditions to a consent as the Minister has to an approval of a plan of subdivision under subsection 5 of section 28, and may require that any or all of such conditions be fulfilled prior to the granting of a consent, and, in imposing a condition under subsection 5 of section 28, the reference to the Minister in such subsection 5 shall be deemed to be a reference to the committee."

When the committee of adjustment has reached a decision, copies are to be sent to the applicant, to the Minister, and to other persons as specified in subsection 10 of section 32b. Certain other documents are also to be sent to the Minister. The decision of the committee may be appealed to the Municipal Board by the applicant, the Minister or any other person who has an interest in the matter. To appeal, the appellant must send a notice of appeal by registered mail to the Municipal Board and to the secretary-treasurer of the committee of adjustment within fourteen days of the secretary-treasurer's sending out copies of the decision of the committee. (s.32b, subs. 12).



## Waterloo County and cities unite to plan



An important new development in local planning organization in Ontario occurred last month when the Minister of Municipal Affairs defined the County of Waterloo and the cities of Galt, Kitchener, and Waterloo as a joint planning area.

Only once before has a county and the separated municipalities within its borders been defined as a planning area. The Toronto and York Planning Area, defined in 1947 and dissolved upon the creation of the Metropolitan Toronto Planning Area in 1953, embraced the City of Toronto and all of the County of York.

While the Hamilton-Wentworth Planning Area, which was defined in 1949, includes the City of Hamilton and most of the County of Wentworth, it is not exactly comparable because two of the county municipalities are excluded. (The Village of Waterdown and the Township of East Flamborough, together with the adjoining Town of Burlington, comprise the Burlington and Suburban Planning Area.)

In addition to the three cities, the new Waterloo County Planning Area includes the towns of Elmira, Hespeler, and Preston, the villages of Ayr, Bridgeport, New Hamburg and Wellesley, and the townships of North Dumfries, Waterloo, Wellesley, Wilmot and Woolwich. An innovation is the naming of the County as the designated municipality.

The action took place a year after publication of the "Waterloo Area" report. The report, published in March, 1964, resulted from a study undertaken by the Department of Municipal Affairs at the request of the local municipalities. It recommended setting up a city-county planning organization similar to the one that will be established for the area.

Following the report's distribution, the county and the 15 local municipalities entered into a year-long round of discussions to determine such matters as organization, operation and representation for the proposed city-county board.

Department staff participated at many of the meetings.

The main duties of the new board will be to prepare area-wide plans and submissions, to co-ordinate local planning, and to provide an advisory service to the municipalities and subsidiary planning boards. It has been agreed that professional planning staff will be hired to do the technical work.

The planning board will comprise two members each from Galt, Kitchener and Waterloo and one representative from each of the county municipalities. The county warden or his approved substitute would be a member ex officio. Subsection 3 of section 3 of The Planning Act was waived so municipal council members could constitute a majority.

The Minister's next action, after consulting with local municipalities, will be to dissolve one existing joint planning area (Kitchener-Waterloo and Suburban) and to alter the boundaries of the Hespeler and the Preston planning areas to bring them into line with town boundaries. Once accomplished, this will result in there being 12 subsidiary planning areas in the new Waterloo County Planning Area.

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## Maps of subdivision applications

The accompanying map shows those areas of Ontario for which 1: 50,000 map sheets of subdivision applications have been plotted by the Community Planning Branch. The map sheets are available in limited quantities to municipalities.

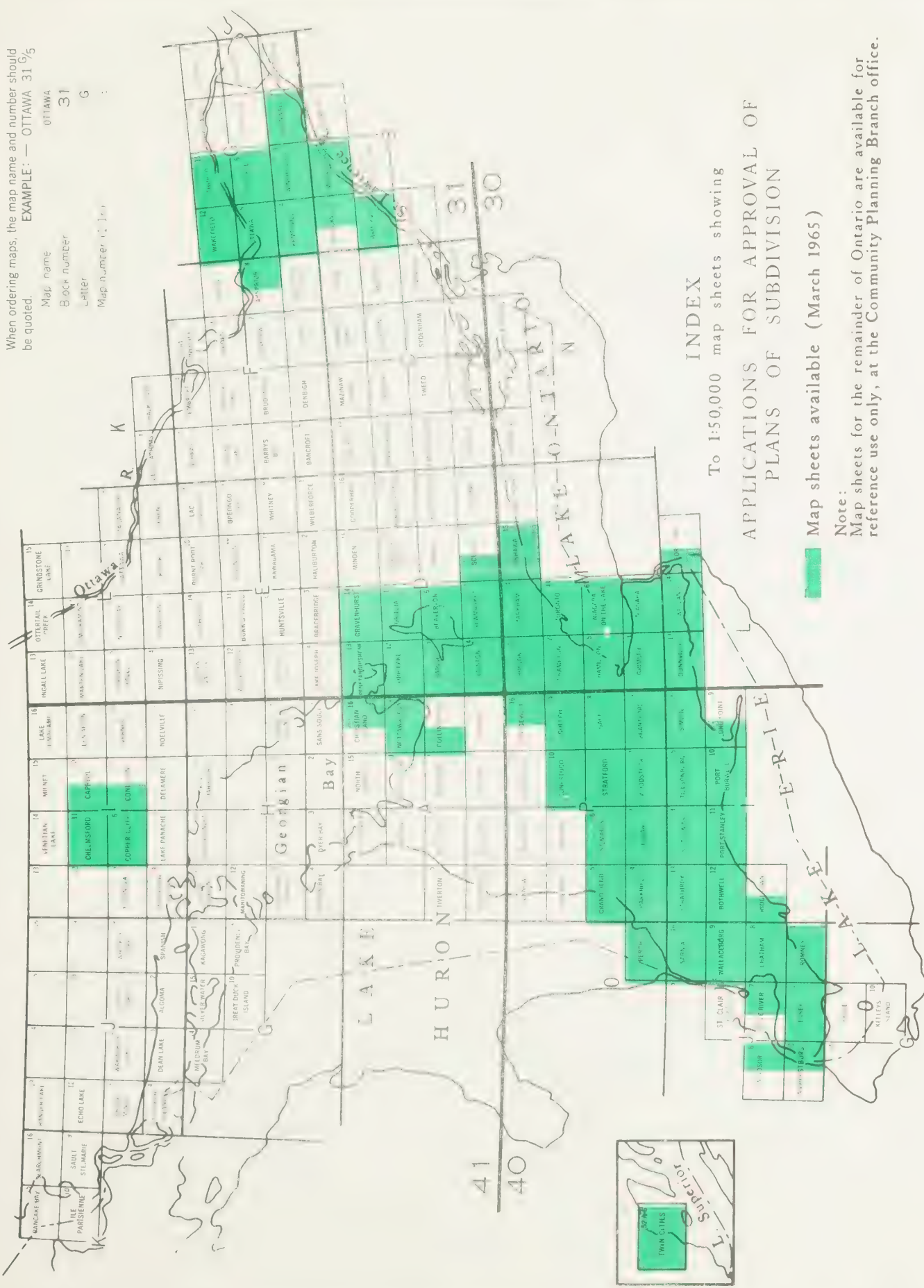
Each map covers an area of more than 200 square miles and shows the location and approximate size of applications submitted for approval under section 28 of The Planning Act from 1946 to 1965. Applications plotted include both those approved and those awaiting a decision by the Minister at the date of plotting.

The maps do not include a recording of planning board consents or of permitted land divisions established by metes and bounds descriptions.

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When ordering maps, the map name and number should be quoted.

EXAMPLE: — OTTAWA 31 9/5  
 Map name  
 Block number  
 Letter  
 Map number (1/10)



# INDEX To 1:50,000 map sheets showing APPLICATIONS FOR APPROVAL OF PLANS OF SUBDIVISION

Map sheets available (March 1965)

Note:  
 Map sheets for the remainder of Ontario are available for reference use only, at the Community Planning Branch office.

## Heliports and the zoning by-law

Municipalities will sometimes ask if federally-licensed heliports and aerodromes are subject to municipal zoning by-laws. While it is not the practice of the Department of Municipal Affairs to give legal opinions, a certain amount of study has been given to the problem.

It would appear the following major factors should be kept in mind in determining whether or not provincial zoning statutes and municipal zoning by-laws are ultra vires or intra vires the province:

- (1) If it (the by-law or statute) be specifically aimed at aeronautics, an aerodrome or a heliport then it is ultra vires the province.
- (2) If it be of general application and compliance with its provisions would not prevent, interfere with or inhibit the operation of an airport or heliport then it would be intra vires the province.
- (3) If it be in conflict with or repugnant to a federal zoning statute or regulation which in itself could be upheld as valid legislation in pith and substance in relation to a matter within Dominion jurisdiction or necessarily incidental thereto, then the provincial statute or municipal by-law would be ultra vires the province.

From these points, it would appear that any federally-licensed aerodrome or heliport would not be subject to a restricted area by-law passed under section 30 of The Planning Act. Yet there is a strong possibility that such structures may be subject to certain by-laws of general application (such as garbage collection) so long as the main purpose of the aerodrome or heliport was not frustrated.

Note: This information does not in any way constitute a binding ruling by this Department. It is intended for guidance and assistance only.



## Reports and publications

Reflections on Zoning -- Report of the Zoning Study Committee of the Royal Architectural Institute of Canada. This report, in six sections and four appendices, examines the role and effectiveness of existing zoning by-laws and observes that, while it is an adequate protective device, the general zoning by-law is too arbitrary and restrictive an instrument to permit imaginative, flexible development. Recommendations include that zoning powers be replaced or supplemented by a system of development control that would require developers to locate and construct buildings (and groups of buildings) according to published development plans. Plans should contain adequate advance guides for developers to density, land use, varieties of housing types, spacing, street layouts, traffic patterns and timing. 31 pages. Illustrated. 50 cents. -- Royal Architectural Institute of Canada, 75 Albert Street, Ottawa 4.

Improvement Program for Residential Areas -- Details of the City of Toronto's \$114 million program to rejuvenate its older areas are contained in this 110-page (plus appendices) report. The report sets out an overall picture of housing conditions and recommends action for 21 project areas that will involve rehabilitation, public works, and clearance of blighted areas for suitable re-use. Immediate action is urged in the Don planning district and the Riverdale project area. -- City of Toronto Planning Board, 129 Adelaide Street, West, Toronto 1.

Detailed studies leading to publicly-aided projects are now underway as a result of the following four reports:

Urban Renewal for Sudbury -- The continuous, comprehensive approach to urban renewal is stressed in this 48-page survey of residential, commercial and industrial blight. Among main recommendations are a plan for downtown development including a proposed road and traffic pattern and redevelopment of Sudbury's run down Borgia section as a commercial area with a residential background. Illustrated. -- City of Sudbury Planning, 69 Yonge Street, South, Sudbury, Ontario.

Lakehead Renewal Study -- Abridged edition. Prepared in 1964 for Port Arthur, Fort William, Neebing, Paipoonge and Shuniah. Urban renewal requirements are looked at regionally and locally. The report includes recommendations for setting up a regional housing authority, for preparing a maintenance-and-occupancy bylaw, for rehabilitating business districts and for attacking substandard housing in both urban and rural areas. 80 pages. Illustrated. -- The Lakehead Planning Board, 995 Memorial Avenue, Port Arthur, Ontario.

Downtown Kitchener: Economic analysis for redevelopment planning -- Prepared for the Kitchener Urban Renewal Committee by Larry Smith and Co. as the initial research phase of a three-phase program of central business district redevelopment. As phase 1, the report analyses current functions and projects land-use requirements to 1980. It recommends preparation of a CBD plan, transportation study, a review of existing municipal tools and techniques, and planning accommodation for department store expansion. -- Larry Smith and Co., 1804 Royal Bank Building, Toronto, Ontario.

Downtown Kitchener: Land Use Analysis -- Phase II of the three-phase program is an analysis of detailed data collected over two years by the planning department, Larry Smith and Co., the Department of Municipal Affairs and other agencies. In eight sections plus appendices, the report attempts to correlate such factors as land use, siting, traffic patterns, architecture and density of people into a comprehensive picture of downtown Kitchener today. -- The City of Kitchener Planning Department, City Hall, Kitchener, Ontario.

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Plan for Downtown Renewal - Sault Ste. Marie -- Proposed downtown and riverfront redevelopment plan is outlined for developers. Report shows examples of private and public action carried out or proposed; illustrates and gives statistics on four acquisition sites the city is to make available to private developers. -- Sault Ste. Marie and Suburban Planning Board, City Hall, Sault Ste. Marie, Ontario.

The Ottawa, Eastview and Carleton County Local Government Review -- Report of Research Findings -- Phase 1 of a three-phase study by Murray V. Jones of local government organization in 17 municipalities. First report studies the general area, its government structure and functions, its municipal needs and resources, and discusses some of the implications of the findings. 112 pages plus maps. -- Murray V. Jones and Associates, Park Plaza Hotel, Toronto, Ontario.



## Films

The Norwich Plan - 16 mm colour - 15 min. - no charge. Rehabilitation of Magdalen Street, Norwich, England. This film is becoming increasingly popular among planning boards, municipal councils and civic organizations interested in the "cosmetic" approach to downtown renewal. -- J.J. Charles, Norwich Union Life Insurance Society, 60 Yonge Street, Toronto 1.

On the City - 16 mm black and white. Six 30-min. films from the National Film Board based on Lewis Mumford's book "The City in History". Examines the life of cities and the influences that make cities what they are. Rental approx. \$5.00 a film. -- Canadian Film Institute, 1762 Carling Street, Ottawa 13.

Traffic in Towns - 16 mm colour - 15 min. - no charge. Based on Colin Buchanan's report to the Ministry of Transport for Great Britain. Film explores and offers some solutions to the problems of urban design created by the growing traffic jam in Britain and selected European cities. -- Department of Municipal Affairs, 801 Bay Street, Toronto 4. (Penguin edition of the report "Traffic in Towns" is available at bookstores at \$2.50 a copy).

Metropolis - Creator or Destroyer? - 16 mm black and white. seven 30 min. films on the problems and successes of planning for urban development. Series designed as supplement to community discussion groups. Rental approx. \$5.00 a film. -- Canadian Film Institute, 1762 Carling Street, Ottawa 13. (Recommended source book for this series is "Metropolis, Values in Conflict". For information, write or phone Metropolis, Metropolitan Educational Television Association of Toronto, 84 Queen's Park Crescent, Toronto 5, 925-8682.)

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## Briefly noted

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### ►New planning areas

Two new planning areas were defined by the Minister in 1965 bringing the total number in the province to 387. The new areas are:

<u>NAME</u>	<u>TYPE</u>	<u>DATE DEFINED</u>
Oneida	Single Independent	January 19
Waterloo County*	Joint	April 9

The Oneida Planning Area excludes all Indian reservations and that part of the township that is within the Hagersville and Suburban Planning Area.

\* See article page 17

### ►Minister's Orders

Temagami Area -- February 4, 1965 -- 93 townships and 3 towns north of North Bay have been designated as an area of subdivision control.

Booth Township -- February 24, 1965 -- The geographic township of Booth in the District of Thunder Bay is now an area of subdivision control.

To date there are 10 Minister's Orders in effect throughout the province.

### ►New planning staff

Ian Keith has been appointed planning director and secretary-treasurer of the Township of Markham Planning Board. Mr. Keith had been employed with the Metropolitan Toronto Planning Board since 1958. A 1957 arts graduate from the University of Western Ontario, Mr. Keith went on to complete the University of Toronto's diploma course in town and regional planning. He worked for a brief period in 1958 with the Department of Municipal Affairs.

Norman Savoy, now chief planner with the Vaughan Planning Board, worked with E.G.Faludi and Associates in 1963 and 1964. Prior to that, he was senior assistant planner in Sudbury for more than two years. Mr. Savoy was engaged in market research and consulting engineering with several firms from 1952 to 1959 before entering the field of town planning with the Don Mills Development Corporation. He attended St.Francis Xavier University, Antigonish, N.S.

Conroy Dowson has been appointed to the new post of planning consultant with York County. Mr. Dowson's duties are to establish a county planning office to assist and coordinate the activities of the municipalities outside the Metropolitan Toronto Planning Area. Previously, he was planning director since 1959 with the Niagara Falls and Suburban Planning Board. In 1955, Mr. Dowson graduated in honors geography from the University of Toronto. He worked for two years as a planner with North York and one year as zoning administrator with Scarborough before obtaining his diploma in 1959 in town and regional planning.

### ► Branch staff

John Griffith has joined the subdivisions section of the Community Planning Branch. Born in Montreal, Mr. Griffith received his B.Sc. in mathematics and physics from Sir George Williams University in 1962. He worked for the Bell Telephone Company and for his family's sales agency before coming to Toronto where he was engaged in sales with International Business Machines for a short period before joining the Branch.

Rona Bassett has been with the official plans and zoning section since February. Born and educated near London, England, she has an honors B.A. in geography from Cambridge University which she received in 1964. Before joining the Branch, she was employed with the McGill Sub-Arctic Research Laboratory at Knob Lake.

Geraldine Sherman joined the Branch's subdivision section in February. A 1962 honors B.A. graduate in sociology from McGill, Miss Sherman received her diploma in town and regional planning from the University of Toronto in 1963. Until 1964 she was employed with Town Planning Consultants Ltd. Prior to joining the Branch, Miss Sherman was engaged in nine months' research on parks study for the London County Council at the Centre of Urban Studies, University College, London, England. She was born in Chatham, Ontario.

Kent Murray joined the subdivision section of the Community Planning Branch last month after working since June 1964 in the Department's Administration and Organization Branch. Mr. Murray graduated last year with an honors B.A. in political science and economics from Queen's University. Born in Collingwood, he was raised in Owen Sound.

Martin Sinclair has been appointed Head, Research and Special Studies Division. He was formerly the division's senior research planner in charge of land-use studies for the Branch and in conjunction with other government agencies. In 1949, following three years' military service, Mr. Sinclair received his B.Sc. in geography. In 1954 he attended McGill University where he received his M.A. degree incorporating a C.M.H.C. fellowship in planning. Before becoming a community planner with the Branch in 1954, Mr. Sinclair was involved in such varied duties as operating his own retail business, lecturing part time at Montreal's Sir George Williams College and conducting supermarket location research for Steinberg's Ltd. His first two years with the Branch were spent in zoning and committees of adjustment before moving to research and special studies. Among current activities, he is involved in major transportation studies with the Department of Highways.

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## **Annual report**

The 1964 Annual Report by the Department of Municipal Affairs has been distributed this year to all municipalities and is available from the clerk's office. Because of this wider distribution, ONTARIO PLANNING will not be producing an annual report issue.

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## ● Two northern areas come under review

The Department of Municipal Affairs is taking a closer look at mounting problems of urban expansion in two areas of Northern Ontario. Consultants have been engaged to carry out planning appraisal studies of the Dryden and Nickel Basin areas as groundwork for future community planning and development programs.

The Dryden area study, which is expected to be completed by year end, will probe the trends and patterns of random development in two unorganized townships (Wainwright and VanHorne) and one improvement district (Barclay) which neighbour the Town of Dryden. Dryden, which has a planning board, has hired the Toronto firm of Proctor, Redfern, Bousfield and Bacon to prepare an official plan and zoning by-law. The Department has commissioned the same firm so that area appraisal efforts will be co-ordinated.

The larger Nickel Basin study involves 30 towns, townships, improvement districts and unorganized townships in a 900-square-mile area outside the City of Sudbury. While approximately half this area has been organized for planning, overlapping pressures of urban expansion makes this review timely and necessary. Costs of the project will be shared by the Department and Central Mortgage and Housing. Planning consultants are Sawchuk and Peach, Sudbury.

## ● Metro Toronto reviews draft official plan

A new draft of Ontario's biggest and most complex official plan is now being studied by the Metropolitan Toronto Planning Board before it goes to metro council for adoption.

The proposed official plan covers the 26 metro-and-fringe municipalities within the 720-square-mile Metropolitan Toronto Planning Area. Based on a forecast of urban growth over the next quarter century, the plan sets out general development policies and principles and provides population capacity for an additional million-and-a-half people.

In transportation alone, the new plan incorporates some 4,000 miles of arterial roads, 197 miles of expressway and some 30 miles of rapid transit. It prescribes the general type, amount and location of land for urban use plus a regional parks system and those supporting services provided by the Metropolitan Toronto Corporation.

As well as erecting a superstructure of development policy, the plan envisages a system of 23 local districts where the finer fabric of local planning can be worked in.

Among the many highlights of the proposed plan is the distinct attempt to preserve the fingers of open space created by river valleys and ravines running north-south towards Lake Ontario. Forty per cent of the planning area is set aside for rural purposes. The east-west lineal design of the plan is based upon the provision of lake-oriented facilities for water supply and sewage treatment.

As a statement of development policy, the new metro draft plan is probably one of the most comprehensive in North America. Its completion represents eight years of work by metro planning staff in co-ordination with those municipal agencies responsible for such services as transport, transit, roads, parks and public works. Months of public meetings were required before it was ready for final scrutiny by the metro board.



## ● Education program helps Kitchener plan

A program of films, books, discussions and occasional tours helps keep Kitchener planning board members abreast of current planning principles and practices.

Before each planning board meeting, there is usually a half-hour film on a topic such as air and water pollution, downtown renewal or traffic problems--depending on the availability of films and film series. City councillors and staffs of other departments are invited.

Board members meet periodically for informal discussions, usually at a member's home. There are no secret sessions; the press can attend, can participate and, if they wish, report on the discussions.

To keep board members up to date on planning developments, Planning Director Bill Thomson circulates pamphlets and books. Larger publications are summarized and reviewed by professional staff.

At one session, probably the first of its kind in Kitchener, the board met with city council members for a shirt-sleeve discussion on Kitchener's long-range prospects. Participants agreed results were excellent; members of both groups now appreciate the other's position a little better.

The benefits of the program to members have become evident in the more efficient way their work is handled. This greater efficiency and idea-sharing have benefited other city boards and departments as well as city council and -- not to forget -- the man on the street.

## ● HEADLINES

### ● MORE ON NORWICH

"Downtown areas go for face-lifting", reads the banner headline in the London Free Press. The article, describing the history and use of the Norwich Plan, says it's an inexpensive way to provide a more pleasant shopping atmosphere through the co-operative effort of store owners and landlords.

The fresh, pleasant appearance of the St. Thomas, Ont., project apparently caught the eye of many Londoners. With the help of the Chamber of Commerce, London has already spruced up a business block and is considering the Norwich treatment for two other downtown areas.

Key points of the Norwich plan are: substitution of pleasant complementary colors and co-ordinated styles by engaging one architect; removal of overhanging signs, wires, curbside lamp posts and unnecessary street signs; lowered cost of professional service by group participation; and the continued advantage of being able to renew the plan on a wholesale basis when it's time to redecorate again.

Among other communities who have used or are studying the plan are Oakville (first in North America), Niagara Falls, Petrolia, Woodstock, Sarnia, Stratford, Fort Frances, St. Mary's, Kitchener and Guelph.

### ● MUSKOKA WORKSHOP: page one

The Huntsville Forester sees closer and more effective co-operation among Muskoka municipalities as one result of last month's "highly successful" municipal workshop. The paper reports spokesman at the workshop as saying that a district planning approach is necessary to solve Muskoka's problems.

Hon. J.W. Spooner was guest speaker at the two-day meeting which was sponsored and organized by the Department of Municipal Affairs. The third municipal workshop this year; it was followed by a similar meeting at Peterborough this month dealing with the problems of summer cottage development in the Kawartha Lakes region.



## REPORTS & PUBLICATIONS

Ottawa, Eastview and Carleton County - Local Government Review - Final Report and Recommendations -- Last of three reports by Commissioner Murray V. Jones on the 17 local governments in the review area. Report summarizes research findings and submissions which formed the basis of its predecessors, discusses alternative solutions, and proposes a new form of regional government that would replace the present municipalities with a local government system comprising three categories of district councils--urban, development and rural--and a single regional council. Report also deals with the organization and structure of the proposed new government and offers a five-step program for its implementation. Planning heads the list of vital municipal services to be undertaken by the recommended organization. -- 66 pages. Murray V. Jones and Associates, Park Plaza Hotel, Toronto.

The Plan ... Downtown Kitchener -- Handsomely illustrated, concisely and imaginatively written is this 56-page call to action to a city and its people. The report develops from a close and affectionate study of Kitchener today to a definitive program for downtown Kitchener tomorrow which envisages a planned complex of pedestrian malls, new and improved residential, business, industrial, institutional and entertainment establishments, a civic centre, improved traffic facilities, walkways, small parks and arcades. -- Larry Smith and Co., 1804 Royal Bank Building, Toronto.

Standards and Definitions of Terms Used in the Planning of Public Parks, Public Recreation Areas and Public Recreation Structures -- Although primarily for professionals such as planners, recreationists and landscape architects, this manual should make interesting and useful reading for members of planning boards and other local authorities. The standards and definitions outlined were developed and used in Burlington, Kitchener, Oakville and Toronto Township and have since been adopted by other Ontario communities.

The manual stresses that the key to building, operating and maintaining recreation facilities is planning. Seventeen basic principles involved in planning recreation facilities plus a further ten in planning a specific building are outlined. Parks areas are classified as neighbourhood, community, regional, specialized areas, and private, with examples of each. Also outlined are general standards for: parks areas; major recreational facilities; minor recreational facilities; parking space; and organized games and sports. A glossary of public recreation terms follows the text. -- Community Programs Branch, Department of Education, 559 Jarvis St., Toronto.

Industrial Prospects in the City of Toronto -- This report follows the 1961 city-wide study, Industry & Warehousing in the City of Toronto. This second study deals in detail with two selected industrial areas to appraise industrial needs according to type of industry for planning purposes. It should be of special interest to towns concerned about downtown industrial congestion or stagnation, or a steady migration of industry from the centre.

The areas studied are in the heart of the city, are surrounded by industrial development and are close to or contain poor quality housing. The main factors that emerged as holding industries downtown were market proximity, availability of labour because of good public transportation, and capital investment. Medium-to-small-sized firms and newcomers tended to rent premises. Most who had moved required more space -- a key finding.

The report concludes that existing industries can keep the core of the city growing if a matching rate of expansion space is provided each year. It suggests the erection of multi-storey industrial buildings on large sites, specifying an economically feasible rent. No charge. City of Toronto Planning Board, 129 Adelaide Street West, Toronto 1.

## Committees of adjustment and planning

Can committees of adjustment upset the work of planning boards and municipal councils? A recent letter to the Community Planning Branch indicates that, in the opinion of some municipal councillors at least, the answer is yes. Here, because of its wider interest and application, is an adaptation of our reply:

Municipal officials who feel that a committee of adjustment can undo the work of a planning board and the council or councils it represents apparently fail to understand the functions of these agencies.



The committee of adjustment has limited powers of granting minor variances from zoning by-laws, other types of permissions relating to zoning by-laws, and consents to the creation of new lots where it is not deemed necessary that a plan of subdivision be registered.

Listing the duties of a planning board, section 10 of The Planning Act documents the board's fundamental role as adviser on community growth and development to the council or councils of a planning area.

One of its required duties is to conduct studies as the basis for preparing an official plan of development. This plan -- the community's policy statement of growth -- contains the guidelines for municipal councils, other local authorities and the public generally concerning those important decisions on how land will be used. Implementing it involves public action in undertaking public works and in passing zoning by-laws and subdivision-control by-laws to regulate the development activities of private individuals.

If a planning board and municipal council have done their work, there can be no question of the committee of adjustment undoing it. On the zoning side, the committee of adjustment can operate in a very narrow field and, if the zoning by-law is a good one, there will be relatively little need for the committee to grant variances and special permissions. On the subdivision side, consents can be given only where the committee "is satisfied that a plan of subdivision ....is not necessary for the proper and orderly development of the municipality". Committee decisions on zoning and subdivision matters can be appealed to the Municipal Board by any interested party, including the Minister of Municipal Affairs.

Of course, committees of adjustment can be established only where there is a zoning by-law and their powers are limited to certain types of action with zoning and subdivision-control by-laws. It is quite obvious that the municipalities in the \_\_\_\_\_ Planning Area require subdivision control and zoning.

## BRIEFLY NOTED

### Branch staff

Ian Ferguson joined the Branch in October. Born in Scotland, Mr. Ferguson received his B.Sc. in geography from the University of Wales in 1964, gained planning experience with the Essex County Council before coming to Canada this year.

Drew Thorburn has been appointed the Department's District Planning Adviser for northeastern Ontario. Since joining the Branch in 1964, Mr. Thorburn has worked in various sections to increase his knowledge of planning policy and practice and is currently with the Extension and Field Services Division. A 1961 graduate of the University of Western Ontario with post-graduate credits in geography and economics, Mr. Thorburn worked a year with North York Township's planning board. He will be taking up his new duties at our Sudbury office on January 1, 1966.

### Leaves branch

William F.H. McAdams has been appointed planning director of the new Central Ontario Joint Planning Board consisting of six municipalities. Mr. McAdams was supervisor of the Branch's Special Assignments Section for the past several years. His extensive municipal planning experience includes several years' work with a firm of architects and planning consultants, manager of his own consulting firm, planning director with North York (1953-57) and with the Hamilton-Wentworth Planning Board (1961-64). Mr. McAdams is a graduate of the University of Toronto's town and regional planning diploma course.

APOLOGY: Branch member Harneik Grewal's name was misspelled in the last issue of the ONTARIO PLANNING Newsletter.

## DEPARTMENT OF MUNICIPAL AFFAIRS COMMUNITY PLANNING BRANCH

801 BAY STREET - TORONTO 5



HON. J. W. SPOONER - MINISTER  
W. H. PALMER - DEPUTY MINISTER  
D. F. TA LOR - DIRECTOR



# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



VOLUME XII No. 4 1965

### ● London, Sudbury clear the way for housing standards

Positive action to upgrade housing conditions has been taken by London and Sudbury. Both cities have just prepared amendments to their official plans dealing with maintenance-and-occupancy standards. The amendments introduce policies on housing and urban renewal required by section 30a of The Planning Act as a prerequisite to developing a maintenance-and-occupancy by-law.

The new policies in both plans are more than mere statements that substandard housing, like sin, must be abolished. They are definitive guides for future municipal action. Areas requiring improvement are defined and the communities are committed to firm policies about municipal services to be provided together with private improvement measures.

While London and Sudbury are the only municipalities to develop a housing-standards program under the recent new legislation, other municipalities are seriously considering them. Hamilton and Etobicoke are now working on official plan amendments as the basis for adopting maintenance-and-occupancy by-laws.

### ● Urban renewal makes dollars and sense for retailers

Community-wide urban renewal will boost your retail profits, Planning Director Alec Greaves told the Niagara Falls Chamber of Commerce. Speaking at a recent symposium on renewal, Mr. Greaves outlined the objectives and advantages of a renewal program and stressed that retailers have a big stake in a community made more healthy by rejuvenating renewal measures.

Emphasizing the involvement of both public and private groups, he noted it was essential for all renewal activities to be "integrated within the long-range planning program" by incorporating community improvement policies in the official plan.

Without the guidance of these development policies, he pointed out, unplanned private activity is scattered in space and time. The public authority can "facilitate and guide the efforts of private enterprise by zoning, expropriation, financial assistance and providing services and facilities."

For retailers, he said, the relationship works both ways. They can help improve the community and also help themselves by co-operating with public agencies, by putting a bright front on their stores, by campaigning for parking facilities and keeping traffic from clogging busy commercial streets, particularly downtown.

An urban renewal program, Mr. Greaves told the symposium, provides these advantages for retailers:

- Extra parking facilities ("A motorist is not a customer until he can park and walk")
- Higher residential densities in the city proper ("This increases the number of potential customers--especially as pedestrians")
- A more stable residential population ("and market") due to re-housing from slums to good living conditions
- A better traffic pattern in older sections, especially in downtown commercial sections
- Additional money inflow in the form of investment capital, due to confidence created by the overall urban renewal plan
- Land acquisition and assembly made easier by government participation.



## ● HEADLINES

Some 120 Woodstock citizens made good use of a public meeting to air their views about the city's proposed official plan, reports the Woodstock Sentinel (Nov. 15). The planning board is now busy considering the recommendations.

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Guelph and Puslinch townships may soon be covered by a zoning by-law to control urban expansion and protect their agricultural economies, writes the Guelph Mercury (Nov. 5). The Guelph and Suburban Planning Board, aided by the firm of Dryden and Smith, has drafted a by-law proposing the two townships be divided into agricultural, residential, village, service station and industrial zones. The by-law is similar to others in force in Wellesley, Wilmot and Waterloo townships.

The Brantford Expositor, in a Nov. 5 editorial, says the rise and popularity of shopping centres well away from city centres needn't spell the doom of downtown merchandising. These centres have drawing power and meet a definite need, says the editorial, but they're not the whole answer and should rouse a return challenge of downtown merchants, with consequent benefit to the consumer in greater choice.

Oliver Township's municipal council is studying a proposed zoning by-law before it goes before the Ontario Municipal Board, says the Fort William Times Journal (Nov. 10). The municipality (pop. 1,226) has adopted subdivision control and the shorter form of the National Building Code.

\* \* \*

City Council and planning board of Sault Ste. Marie will meet soon to discuss the newly prepared draft official plan for the amalgamated city. The Sault Daily Star (Nov. 16) reports the plan will include policies on housing, urban renewal, major roads, parks, recreation, schools, as well as policy guide lines for the committee of adjustment.

The North Bay Nugget says the city's quarter-century-old building by-law is "headed for the trash can". Council has given first reading to an up-dated by-law setting out responsibilities of owners and contractors; where the by-law shall apply and when; penalties for infractions; duties and powers of the building inspector; permits and permit fees. The by-law incorporates part of the National Building Code.

## ● REPORTS & PUBLICATIONS

Civic Square Urban Renewal Scheme - City of Hamilton--Following the lead of many North American cities, Hamilton plans to renew its central core to clear the way for a return downtown. The report, by Murray V. Jones and Associates with Hamilton's urban renewal committee, proposes a multi-million-dollar scheme for civic square that would integrate existing governmental and commercial functions with new entertainment, educational and cultural facilities--creating an exciting focal point for the community. Proposed implementation of the program would involve clearance of many existing structures followed by private and public redevelopment. \$5. - 98 pages. -- City Hall, Hamilton, Ontario.

Areas of Economic Stress in Canada -- Conference proceedings--Papers from this January 1965 conference on regional economic development are now available in book form. The conference, attended by some 130 representatives of government, education, industry and labour from Canada, the U.S. and Britain, brings together the views of leading authorities about regional economic problems at the three government levels, compares the experience of different countries and illuminates approaches of the economist, geographer, political scientist and policy maker. Edited by W.D. Wood and R.S. Thoman, Queen's University. 221 pages. \$5 (\$6.50-hard cover).--Industrial Relations Centre, Queen's University, Kingston, Ontario.



Central Hamilton Urban Renewal Study--Final report by Murray V. Jones and Associates with urban renewal committee of the City of Hamilton outlines proposed recommendations for renewal of the central business district. Findings indicated that since blight is dispersed throughout the area, selective clearance and rehabilitation appear to be the best way to redevelop. Two sections, Hamilton Civic Square Project and York Street, were given top priority because of their greater potential for public and private redevelopment action. \$5. -- 106 pages.-- City Hall, Hamilton, Ontario.

### ROADS TO TOMORROW

An ambitious province-wide program of urban roads studies moved ahead this year with the completion of five studies by Cornwall, Sudbury, Ottawa, Midland and Wallaceburg.

Aim of the program is to develop urban roads-and-streets systems capable of meeting travel demands over 20-year periods. To date, 28 studies have been completed at a rate, since 1960, of four to five a year. An additional 14 studies are underway.

The studies are conducted for the municipalities by consultants and are eligible for a subsidy from the Department of Highways. The Community Planning Branch assists DHO by reviewing land-use information.

Copies of the completed reports are available in most cases from the municipalities.

## ● Looking at the region in planning

### PLANNING STAFF CONFERENCE NO.10

The care and feeding of joint planning operations dominated discussions between the Community Planning Branch and the more than 40 municipal planning directors and senior staff who met to talk shop December 1-2 at Toronto's Westbury Hotel.

The Planning Staff Conference, sponsored by the Department of Municipal Affairs, was the 10th of its kind where Branch staff and senior municipal planning staff meet to explore mutual problems of legislation, policy and procedure. On the second day, planning consultants were invited to participate.

Visitors were told that new developments in policy, legislation and planning organization, new community design projects and regional studies made 1965 the busiest year in Branch history. Even with its reorganized administrative machinery, the swell of submissions and applications requiring review made stiff demands on Branch staff -- particularly from committees of adjustment where new legislation giving them added responsibilities resulted in a full doubling of committees and a virtual landslide of applications for Branch review.

Conference participants discussed the implications for regional planning of the four local government reviews commissioned by the Department that were completed or underway in 1965. A development also noted was the three major joint planning operations (two of them city-county) that were being officially set up during the year.

With these emerging circumstances in joint or regional planning, a panel discussion examining the relationship of councils, planning boards and consultants was especially useful. Participants stressed the continued importance of promoting general awareness of planning principles and practices.

On public relations, Sudbury Planning Director Klemens Dembeck pointed out "Every (planning office) should have a program explaining its activities .... to those whose co-operation is needed." Too often, he said, public relations is at the bottom of the workload being carried out by busy planning staff resulting in "disappointment to the public and criticism".

### Consultants aren't directors

However indispensable, consultants can't be expected to do the entire planning job for municipalities, said John Bousfield of the planning consultant firm of Proctor, Redfern, Bousfield and Bacon. As a matter of fact, he said, the municipal activity of the planning consultant will probably become more and more specialized as municipalities get better staff.



"Playing planning director to 30 or 40 municipalities is too much when you consider such things as the day-to-day problems of running and financing a planning operation, the cost of overhead and transportation," said Mr. Bousfield. "There is no effective way for a consultant to handle all the details."

#### Fighting the manpower famine

Discussing the shortage of planning staff, Professor J.A. Dakin, head of the University of Toronto's town and regional planning division, stressed the need to train special staff to handle more of the administrative and semi-technical work and give the planner time and incentive to plan. Canada's existing university facilities cannot match the demand for town planners, he pointed out.

Ways and means discussed for improving the situation included: in-service training programs; university refresher courses; recruitment of planners and planning assistants from other countries; financial assistance to develop teachers and university research facilities; more efficient use of existing administrative machines.

Among speakers at the conference were the Hon. J.W. Spooner, Minister of Municipal Affairs, Dominic DelGuidice, new executive director of Toronto's Bureau of Municipal Research, and Hugh Lemon, Secretary-Treasurer, Town Planning Institute of Canada.

## ● BRIEFLY NOTED

### PLANNING AREAS

By the end of November, the number of planning areas in Ontario had climbed to 396, including 156 single independent, 158 subsidiary and 82 joint. Here is a review of planning organization activity since mid-September, 1965 (See ONTARIO PLANNING Newsletter, Vol. X11, No. 2).

#### Areas defined

<u>Name of planning area</u>	<u>Type</u>	<u>Date defined</u>
Twp. of Monck	single independent	September 29
Onondaga	subsidiary	November 15
Twp. of Brantford	subsidiary (Brant)	November 15
City of Brantford	subsidiary (Brant)	November 15
Brant (County)	joint	November 15

Brant Planning Area joins Waterloo County and Central Ontario to become the third joint planning operation to be established this year. The new area includes the City of Brantford and all the local municipalities of the County of Brant.

With its definition, the Paris, South Dumfries, and Burford and Oakland planning areas will continue as subsidiaries. Brantford and Suburban planning area remains a joint planning area within Brant.

#### Areas altered

November 1 - Puslinch Planning Area, enlarged to take in all of township.

November 1 - Hespeler Planning Area, altered to exclude that part of Puslinch previously included.

November 1 - Guelph and Suburban, enlarged to take in all of Puslinch Township.

November 19 - Central Oxford Planning Area, enlarged to take in the Village of Norwich and the townships of North Norwich and East Nissouri. (The existing Norwich and District Planning Area will continue as a subsidiary.)

### DID YOU KNOW

...the Department of Municipal Affairs maintains a list of planning consultants practicing in Ontario for reference by municipalities? Firms who wish to be included on this list should contact the Community Planning Branch.



### DID YOU ATTEND

...the Community Planning Association of Canada's Ontario Division Conference? More than 400 members registered for the November 17-19 conference at Toronto's Royal York. The sessions, which focussed on the regional approach to planning, development and government, usefully combined workshops, panel discussions and addresses to examine the problems and possibilities of establishing regional units for various needs. Hon. J.W. Spooner, Minister of Municipal Affairs, was among the guest speakers.

### ● WOMEN AND CHILDREN FIRST

If planners were kings, it's now certain the so-called population explosion confronting mankind would shortly and neatly be solved. Here, for instance, are some rapid-fire lunch-hour calculations on the problem by Miss Rona Bassett of the Official Plans Section:

If the population of the world is approximately 3.2 billion, did you know that at sixteen people per acre, we can all be accommodated inside a circle of radius 316 miles?

This circle would fit happily, say, into the middle of Australia--warm, sunny climate, super-express tube-transit to the Pacific beaches or the Blue Mountains. The remainder of the world--all that fertile land now cluttered up with people--could be used for food production.

What's more, assuming the statistic that five babies are born every second, the radius of this circle need only be increased by 1/50th of an inch each week to accommodate the wee ones.

## DEPARTMENT OF MUNICIPAL AFFAIRS COMMUNITY PLANNING BRANCH

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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



JANUARY - FEBRUARY 1966

PERIODICALS READING ROOM  
(Humanities and Social Sciences)

### ● HEADLINES

News that Ford of Canada will build a plant in Southwold Township prompted Elgin County Council to set up a fact-finding committee to examine the need for county-wide planning, reports a London Free Press editorial. The paper estimates a dozen municipalities in both Elgin and Middlesex counties will have to plan for homes and services for the reported 5,000 workers Ford is to employ.

\* \* \*

Sault Ste. Marie may soon have a new official plan, says the Sault Daily Star. The plan, now before council, proposes strict control over development in rural areas to discourage urban sprawl and prevent "premature subdivisions".

\* \* \*

A new town to accomodate a population increase of some 2,000 people will be built approximately four miles north of Temagami over the next few years, Municipal Affairs Minister J.W. Spooner told the Temagami Chamber of Commerce. The Timmings Daily Press says Mr. Spooner told the chamber's annual meeting that impending development due to new mining activity created the need to develop a suitable townsite to accomodate the expected influx of residents.

\* \* \*

An official-plan amendment relating to housing conditions is being developed by Oshawa planning staff. Planning Director G.A. Wandless told Oshawa Planning Board (Oshawa Times) that surveys of city dwellings are well underway and a draft amendment should be completed early in 1966. The official-plan amendment is necessary, said Mr. Wandless, before a minimum-standards housing by-law can be passed.

\* \* \*

A long-range plan for the orderly development of Smith Township--"and likely the future shape of the City of Peterborough"--is being prepared by the Peterborough and Suburban Planning Board, says the Peterborough Examiner. Haphazard overspill from the city is putting a drain on township facilities, notes the Examiner. Planning Director Peter Edridge says the plan is designed to contain urban expansion, attract commercial and industrial development and relieve tax pressure on farmers in the area.

\* \* \*

Some 150 grades 11, 12 and 13 geography students from Waterloo Collegiate will conduct a one-day land-use survey of Waterloo, notes the Kitchener-Waterloo Record. The students will combine field examinations and city assessment data to gather information that will be used to compile a map--which the city does not now have--permitting calculation of the percentage of existing land uses for planning purposes. Guidelines for the visual survey will be set out by the school's geography department and local planning staff.

\* \* \*



## ● Downtown: Vancouver public learns what can be done

This poster (right) was designed to dramatize an unusual planning education program that took place in Vancouver, October 18 - November 10. The program, consisting of an exhibit, films and guest speakers, drew a remarkable response from Vancouverites. It also set the stage for a plan of renewal for downtown Vancouver to be unveiled early this year.

The project started as a modest proposal by the City of Vancouver's Town Planning Commission to stimulate public interest in planning. The idea --to display a travelling exhibit of Swedish town centres around the country --mushroomed into an ambitious effort to give the public a close look at the accomplishments and possibilities of downtown renewal in Canadian cities as well.

Public meetings. In the three-and-a-half-week period, there were five well attended public meetings and three service-club luncheons featuring talks by guest speakers from U.S. and Canadian cities. Among these were Saturday Night editor Arnold Edinborough, Architect-Planner Lewis Crutcher of Portland, Oregon, CPAC Past President Jacques Simard and John Hirten, Executive Director of SPUR--a business-supported organization for planning in San Francisco.

Exhibit. The 1,000-square-foot exhibit, which was staged at the downtown Vancouver Public Library, showed models, photographs, slides and illustrations of downtown planning projects in Edmonton, Toronto, Ottawa, New Westminster, Victoria and Vancouver as well as in Swedish cities. During the exhibition, a noon-hour series of planning films attracted unusually large crowds. Books for laymen on planning were made available at the library.

Effective co-operation by the town planning commission and a dozen co-sponsoring organizations accounted for the success and wide scope of the program. Local service clubs, university departments, government agencies and associations --including the Community Planning Association of Canada's B.C. Division--rallied 'round the project from its inception and provided money and muscle to keep it alive. Vancouver City Council contributed \$500 to the estimated \$1,200 needed to stage the program (it cost an additional \$150) with the organizations sharing the balance.

The key ingredient in this preparation proved to be publicity--good publicity --before and during the event. Vancouver Mayor W.G. Rathie, for instance, officially opened the exhibition. Ten thousand "Dead or Alive" folders blanketed downtown Vancouver and department stores provided window space. Newspapers announced the program and gave it good coverage. Two of the guest speakers were interviewed on television.

If the visiting public was pleased, so were the sponsoring groups. So much so that the exhibit committee has approached city council (which appreciated the good educational job that was done) for a bigger budget to produce the same kind of show next year.

# DOWNTOWN DEAD OR ALIVE

?...Is our DOWNTOWN healthy? Is it serving the 'city properly? What parts are worth preserving? How is it best improved and updated? The answers are as complex as DOWNTOWN itself. To show what is being done in DOWNTOWN REVITALIZATION, the Vancouver Town Planning Commission and twelve community organizations present AN EXHIBITION of models, illustrations and a SERIES OF GUEST SPEAKERS.

## \*AN EXHIBITION

**OCT.18- NOV.10 DOWNTOWN PUBLIC LIBRARY**

Swedish Town Centres	featuring	New Westminster Columbia Street Program
Ottawa Sparks Street Mall		Victoria Civic Square and Bastion Square
Toronto-Dominion Centre, Toronto		Edmonton Civic Square
Vancouver Townsite		

## \*GUEST SPEAKERS

**Mon. Oct.18 LEWIS CRUTCHER**  
"DOWNTOWN FACE-LIFTING"  
8:00 p.m., DOWNTOWN PUBLIC LIBRARY AUDITORIUM  
Mr. Crutcher is active in Downtown Beautification Programs in Portland. An illustrated lecture.

**Sat. Oct.23 JACQUES SIMARD**  
"PLANNING DOWNTOWN FOR PEOPLE"  
8:15 p.m., FREDERICK WOOD THEATRE, U.P.C.  
Mr. Simard, Past President of the Community Planning Association of Canada, has a reputation for witty and penetrating commentaries on the human factor in Planning.

**Mon. Oct.25 ARNOLD EDINBOROUGH**  
"PLANNING FOR PROFIT"  
8:30 p.m., HOTEL GEORGIA BALLROOM  
Mr. Edinborough, Editor of Saturday Night Magazine, gave key-note addresses that were highlights of two recent C.F.A.C. National Planning conferences.

**Mon. Nov.1 JOHN HIRTEN**  
"ORGANIZING TO GET DOWNTOWN REVITALIZATION UNDERWAY"  
8:00 p.m., AUDITORIUM, DOWNTOWN PUBLIC LIBRARY  
Mr. Hirten is Executive Director of SPUR, a business-supported organization involved in the dramatic Planning Programs now under way in San Francisco.



## ● Centres, sub-centres in North York plan

The first district plan based on the proposed official plan for the Metropolitan Toronto Planning Area has been produced by North York Township planning staff. District 12 A Plan covers a 4,350-acre area in the township's northeast corner and effectively complements the draft metro plan by filling in the details of local land use and development over the next 10 to 15 years.

The new plan, still in draft stage, is one of a series of secondary plans that will cover the township and interpret and expand on metro's general land use policies (ONTARIO PLANNING Newsletter, Vol 12 No. 3). In it, planners have recognized a growing local trend towards rental and multiple housing: the plan provides for 65 per cent of new housing units to be in the form of multiples--mostly high rise.

At the same time, they have coped with the demand for serviceable industrial land by designating whole areas where such factors as topography, road access and construction costs would offer favourable inducements to industrial developers.

Planning staff see the developing district as a balanced assortment of well-serviced communities and neighbourhoods to accomodate a projected population of 86,600 persons. The land-use pattern is highlighted by a district centre where roads, shops, churches, schools, municipal buildings and parks serve outlying flanks of high-density residential development. Sub-centres are also envisaged to serve a similar purpose.

Significantly, North York's proposed blueprint for tomorrow divides higher-density residential development into two stages to promote orderly construction and servicing. Combined with the plan's proposed implementation methods, this establishes a firm basis for capital works programming. Planning staff also urge that all urban development and redevelopment await the availability of municipal services.

## ● Would you plant a subdivision on bedrock?

Among the many useful sources of information on geology and geography for planning boards are soil surveys and conservation reports. This information--originally described in the Branch's 1960 publication, PLANNING SURVEYS--helps the board determine likely and logical areas for urban and rural development and promotes the use of sound conservation practices.

Soil reports have a good introductory section on the area's population, transportation facilities, geology, surface deposits, relief, drainage, vegetation and climate. Soil series are described in detail and soils are rated for agricultural crops.

Here is an up-dated list of the areas covered by soil reports or maps:

COUNTY OR AREA	Map No.	COUNTY OR AREA	REPORT NO.	COUNTY OR AREA	REPORT NO.
North York.....	1	Grenville.....	12	Victoria.....	2
Elgin.....	2	Huron.....	13	Manitoulin.....	26
Kent.....	3	Dundas.....	14	Hastings.....	27
Haldimand.....	4*	Perth.....	15	Oxford.....	28
Welland.....	5	Bruce.....	16	Simcoe.....	29
Middlesex.....	6*	Grey.....	17	Soil Associations of	
		Peel.....	18	Ontario.....	30
	<u>REPORT NO.</u>	York.....	19	Parry Sound.....	31
Carleton.....	7*	Stormont.....	20	Prescott & Russell.....	32
Northwestern Ontario		New Liskeard-Englehart		Lincoln.....	33
(parts).....	8	Area.....	21	Wellington.....	34
Lorain.....	9	Lambton.....	22	Lennox & Addington.....	36
Prince Edward.....	10	Ontario.....	23	Renfrew.....	37
Essex.....	11*	Glengarry.....	24	Dufferin.....	38

\* Out of print

Available for a small fee from the University of Guelph, Guelph, Ont., or Research Branch, Canada Department of Agriculture, Ottawa.



Conservation reports provide valuable information on historic development, soils, climate, water resources, topography and native vegetation for the districts covered. This list indicates where full or partial reports have been completed; sub-listings indicate the subject of partial reports:

Ausable Valley	Upper Holland Valley	Napanee Valley	South Nation River
Big Creek (2)	Junction Creek:- Forest Land Recreation	Neebing Valley (Lakehead)	Spencer Creek
Catfish Creek		Niagara Peninsula:- Recreation Water	Sydenham Valley:- Forest Land Recreation Water
Central Lake Ontario:- Full reports, also: Forest Land Recreation Wildlife Water	Lakehead Region:- Recreation	North Grey Region	Twelve-mile Creek:- (Hamilton Region)
Credit Valley	Mattagami Valley:- Forest Water	Mattawasaga Valley	Upper Thames Valley
Crowe Valley	Metropolitan Toronto & Region:- Full reports for: Etobicoke Valley Don Valley Humber Valley R.D.H.P. (Rouge, Duffin, Highland & Petticoat Creeks)	Otonabee Region:- Forest Land Recreation Wildlife	Lower Thames Valley:- Forest Land Recreation Water
Ganaraska Watershed		Otter Creek	Upper Welland River
Grand Valley:- Land study, also: Nith Valley Speed Valley Whiteman Creek	Maitland:- Forest Land Wildlife (Interim)	Sauble Valley:- Forest Land Wildlife Water	Whitson Valley:- Water
Grand River:- (Hydraulics)		Saugeen Valley	
Holland Valley:- Forest Land	Middle Maitland Valley	Lower Saugeen Forest	
	Moira Valley	Sixteen-mile Creek (Hamilton Region)	

Available from the Conservation Authorities Branch, Ontario Department of Lands and Forests, Parliament Buildings, Toronto. For further information, planning boards should contact the conservation authority in the area concerned.

## REPORTS & PUBLICATIONS

Rebuilding Cities--The Effects of Displacement and Relocation on Small Business--Relocation is one of the major keys to successful urban renewal programs. This publication significantly contributes to the virtually unexplored field of relocating small business institutions. Author Basil G. Zimmer, noted sociologist, studies both social and economic implications of the problem as they pertain to the individual business enterprise and the community at large.

Various establishments--retail, service and small manufacturing--displaced over a five year period by urban renewal activities were intensively examined and proprietors who had either successfully or unsuccessfully relocated were interviewed. Reasons for unsuccessful relocation and the problems of relocating were discussed.

The author answers vital questions about relocation for both those who implement urban renewal projects and for businessmen affected. These include among others: factors involved in the choice of a new area; selection of a site; advantages and disadvantages of the site over the original location; and (probably most important to the displaced businessman and those concerned with his difficulties) the effect of change upon rent, customer relations and sales.

The author sets forth some conclusions about the disruptive forces of change. He observes that, rather than diminishing, problems of this nature will grow because of our continually expanding urban renewal programs.

The book states small establishments have the lowest survival rate; rental or building costs increase with relocation while sales decrease--often to the extent that the small business goes bankrupt a short time after moving. The author concludes by discussing the obligations--social and financial--of governmental agencies in the relocation process. 363 pages. \$9. Burns and MacEachern Limited, 62 Railside, Toronto. L.M.C.



Napier Place - Redevelopment Plan--Detailed proposals for renewing 28-acre Napier Place are contained in this report, representing the third urban-renewal project to be undertaken by the City of Toronto and the federal-provincial partnership. The \$6.7 million project includes a combination of redevelopment and rehabilitation to transform a largely run-down area into a balanced new environment for public and private housing and industry, with new parking facilities, new and wider streets and a one-acre public park. Maps detail proposed services. 23 pages plus appendices. No charge.--City of Toronto Planning Board, 129 Adelaide Street West, Toronto 1.

APOLOGY "The Plan....Downtown Kitchener" (ONTARIO PLANNING Newsletter Vol. 12 No. 3) was produced by the Kitchener Planning Department, City Hall, Kitchener, and not by Larry Smith & Co. as was erroneously reported in the Newsletter. Please address any inquiries to the corrected source.

## ● BRIEFLY NOTED

### PLANNING STAFF

Ronald Forrest has been appointed planning director of the Waterloo County Planning Board. Mr. Forrest directed the York Township planning operation for the past year and a half. Prior to that he spent nine years as planning director with Markham Township and, in 1954, worked with the consulting engineering firm of Armstrong, Kingston and Hanson. Mr. Forrest attended the School of Town Planning at Durham University, London, England, and spent several years in municipal government in England before coming to Canada in 1953.

### NEW APPOINTMENT

John Pearson, head of the Branch's Extension and Field Services Division since 1963, has joined the staff of Dr. L.R. Cumming, Q.C., Special Advisor to the Minister of Municipal Affairs. Mr. Pearson will be responsible for the co-ordination of the local government studies program now underway in several parts of Ontario.

### TAY TOO

Mr. B.A. Ward, Vice-Chairman, Tay Planning Board, informs us the township (in Simcoe County) has joined the growing line of municipalities who appoint consultants to prepare their official plans and zoning by-laws. In this case, the firm is Marshall Macklin Monaghan Ltd.

### FOR THE PUBLICATION WITH EVERYTHING

Further solid evidence of ONTARIO PLANNING's wide-ranging usefulness to municipalities has been supplied by John Brown, supervisor of the Branch's redevelopment section. While attending a recent round-table meeting between a township council and its planning board, Mr. Brown noted that the publication provided a definite levelling influence for the discussions. The problem, apparently, was either a stunted table leg or a discouraged floor. The solution, tucked inventively between both, was half-a-dozen issues of ONTARIO PLANNING.

### SEARCHING INQUIRIES

Looking for summer help? The Branch is receiving more summer employment applications than it can handle from university students--most of them majoring in geography. Please let us know if we can refer some of these inquiries to you.

### NOTED AT THE END

The Branch has been getting requests for reports and publications described in the Newsletter that are not available from this Department. To avoid unnecessary delays, please send your request to the proper source which is noted at the end of each summary.

## DEPARTMENT OF MUNICIPAL AFFAIRS COMMUNITY PLANNING BRANCH

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MARCH - APRIL 1966

### ● THE BRUNETVILLE STORY

A three-point program to join the 20th Century

One of the most remarkable community rehabilitation projects ever undertaken in Ontario is underway at Brunetville, a small residential area of some 1,500 people on the fringe of Kapuskasing. The project is a joint venture of Brunetville residents, the Town of Kapuskasing and the province to transform a seriously sub-standard community into an up-to-date and attractive place for people to live.

Situated in unorganized territory with no municipal controls, Brunetville in 1959 presented a gray picture of mostly improvised, unserviced homes, littered yards and narrow, poorly ditched dirt roads: an alarming contrast to well-planned, well-run Kapuskasing. These conditions plus a tangled history of early land ownership and development led the Department of Lands and Forests that year to take forfeiture action on most of the area--placing it under the direct responsibility of the Crown.

During the period 1960-63, a series of inter-agency moves at the provincial and municipal levels set the stage for redevelopment action. First, joint surveys

BRUNETVILLE BEFORE REHABILITATION.. A gray assortment of substandard, unserviced homes, littered properties and poorly ditched dirt roads.



BRUNETVILLE HOMES TODAY..... Residents are cooperating to produce these improvements in homes and yards. Services are now being installed.





conducted by the departments of Lands and Forests and Municipal Affairs and the Ontario Water Resources Commission detailed the problems of Brunetville and confirmed local findings that the community was a potential health and safety hazard. Second, Ontario Municipal Board hearings got underway to consider annexation of the hamlet to Kapuskasing. Third, the Cabinet Committee on Townsites studied the situation and recommended to the government a comprehensive rehabilitation program to upgrade community living conditions to standards set out by Kapuskasing and permit eventual conveyance of the lands from the Crown to the occupants.

On January 1, 1964 Brunetville achieved municipal status--a key prerequisite for provincial financial assistance--by being annexed to Kapuskasing. This accomplished, the job of implementing the rehabilitation plan was undertaken by a liaison committee of representatives from the Department of Municipal Affairs, the Department of Lands and Forests, the Town of Kapuskasing and the Ontario Housing Corporation (which has since obtained title to the lands in question). Involved in the three-point program was the reorganization of the street and building lot system, construction of new water and sewerage services, and improving the condition of the homes.

When work started that year, it was obvious that the real success of the Brunetville experiment depended on the residents themselves. To help them improve their properties and eventually pay for the improvements, the Ontario Housing Corporation announced it would guarantee loans up to \$6,000 made by local lending institutions or, where necessary, provide actual loans itself. Part of the high costs of services, surveys, road realignment, building relocation, land purchases and project administration is being met by the Department of Municipal Affairs. Some of these costs will be recovered through the sale of lots to the occupants where they have met certain conditions relating to housing rehabilitation and connection to public services.

While two winters have slowed down outside construction, the face of old Brunetville has already seen a drastic facelifting. A yard clean-up engineered by Project Manager Gerald Duffy and the Town of Kapuskasing has cleared away tons of litter and spruced up garages and sheds. Demolition has started on homes considered to be in such a condition that rehabilitation would be impractical. New foundations are under construction for 20 houses that must be relocated due to street realignments. Most important, residents themselves have willingly shouldered their end of the project: approximately \$90,000 has already been spent by them on repairs to bring homes up to the by-law requirements of Kapuskasing.

In services, a new sewage lift system, new forcemains and most of the lagoon system have been completed. Water will soon be supplied by wells already dug and will be pumped to a new water tower under construction. Hydro and telephone services are being moved or improved. All told, the total bill for water (which will also serve the nearby community of Val Albert), sewage disposal, roads and storm drains will total some \$4 million. Work on services and home improvements will recommence after the spring thaw and should be completed by year end or early 1967. Many homes will be hooking up to services before then.

Action centre of this busy operation is the administration office where project manager Duffy must work with the town, the province and the residents. The most important and time-consuming part of his job is helping the residents themselves with their many individual problems through scores of meetings and discussions. In addition to being his own business manager, social worker, relocation and public relations officer, he conducts evening trades classes for residents where they get instruction on wiring, plumbing, carpentry, brick laying and all the other skills needed for home improvement.

Mr. Duffy's instruction courses have been bolstered by strong technical assistance from many public and private agencies, including building supply dealers, who have knowledge and experience to contribute. Although not directly involved in the rehabilitation work, Central Mortgage and Housing Corporation has provided literature, slides and staff time for many of the courses. It also helped the project by participating with the town in a sewer loan under section 6B of the National Housing Act.

Once completed, the Brunetville program is expected to help both the town and the community through higher property values, improved street and traffic circulation and a blend of new and vastly improved housing (including 24 senior citizens' units to be built by OHC). Perhaps the greatest improvement lies in the new confidence and sense of achievement that rehabilitation is bringing to the area. One resident, for example, who had adamantly resisted action to improve his property had a sudden and startling change of heart once his outside property was cleaned up. He tore down his old house and built himself a \$15,000 new one. And that, says Mr. Duffy, is achievement.



## ● D.H.O. computers will speed Branch data handling

Valuable man hours tied up calculating routine land-use data will be slashed for staff of the Branch's Research and Special Studies Division now that they have enlisted the electronic aid of the Ontario Department of Highway's modern new computer centre.

The centre, set up to speed and streamline the processing of information for Ontario's highways programs, is one of the most sophisticated of its kind in North America. Its versatility has permitted other government agencies dealing with water resources, law enforcement, civil service administration, and lands and forests to make use of its facilities.

Branch research staff will now be able to employ time-saving techniques for such projects as calculating population and subdivision statistics and tabulating and analysing land-use data derived from the division's summer field work program. What's more, the annual questionnaires to planning boards and committees of adjustment will now be re-worked and programmed for computer processing to permit a greater variety and faster return of information on these municipal activities.

## ● Watch for those annual questionnaires

Two Department of Highways' computers, including the big IBM 7040, will be used to process the Branch's 1965 questionnaires to planning boards and committees of adjustment. This year a separate questionnaire has been developed for each of these two agencies and you should be receiving your copy within the next few weeks.

Adapting the annual questionnaire to data processing will result in much faster and more detailed tabulation and analyses of information than has ever before been possible. This feed-back of facts and figures on how your planning board and committee of adjustment operates is indispensable in helping the Branch further improve its advisory service to municipalities. Information of special interest to you will be published in future issues of the Newsletter.

Time is a major factor in processing the questionnaires as the work must be fitted into the close production schedules of DHO's electronic computer centre. With this in mind, each questionnaire has been pre-stamped and addressed for convenient return mailing. Please complete and return them as quickly as possible.

## ● HEADLINES

Planning took on even greater meaning in 1965 in the Niagara Falls and Suburban Planning Area, notes a feature article in the Niagara Falls Evening Review. The article describes the progress of the planning board and its staff in preparing an urban renewal report, revising and updating Niagara Falls' official plan and revamping its zoning by-law. Nearby Willoughby received its new official plan and work moved into full swing on a zoning by-law.

\* \* \*

Palmerston (pop. 1,675) is drafting a new zoning by-law that looks to a future of industry from a past of railroads, writes the London Free Press. Now that several new industrial firms have been established in the area, the community intends to ensure that land-use controls will give future industry a place to locate.

\* \* \*

Guelph's Downtown Businessmen's Association decided to hold an open meeting to acquaint the public with the details of the city's proposed urban renewal scheme. The Guelph Mercury reports it's expected that planning directors for Peterborough and Kitchener will be on hand to discuss projects currently underway in their cities.

\* \* \*

A Sault Daily Star editorial sees the city's proposed new official plan--which establishes priority areas for development and attempts to set a timetable--as "one of the biggest steps possible in the direction of living within our means and yet meeting the legitimate needs of the community. Coupled with a capital works program, which should be based on an official plan, it will give the Sault a basis for an optimistic view of the future."



London Free Press columnist Joe McClelland (The Civic Circle) takes an exasperated poke at professional planners and municipal administrators who sacrifice clarity in communications for officialese and jargon. Specimens bagged by the columnist include such terms and phrases as: cultural landscape capabilities; on-going on a continuous basis; tri-scaled hierarchy; nucleated points; structuring; routinization; in a confluent way; elements of massification; survey aspects of effectuation. Mr. Clelland's comment: "It breeds suspicion ... not to mention bewilderment."

\* \* \*

Trailer camps, once banned from Hamilton, may now be allowed to return, writes the Hamilton Spectator. The City is considering a zoning by-law amendment that would permit development of a 29-acre section of its new Confederation Park as a trailer and tent campsite. It already has legislation allowing trailers to remain in Hamilton up to 60 days.

## ● REPORTS & PUBLICATIONS

Niagara Region Local Government Review--Data Book of Basic Information--This first stage of a two-stage review of local government in the Niagara Region by Commissioner H.B. Mayo is a collection of relevant factual information, much of it statistical. Included are details on population and economy, municipal organization and structure, services, education, municipal finance and debenture debt. 81 pp. plus maps.-- Dr. H.B. Mayo, 321 Thorold Rd., W., Welland, Ont.

City of Niagara Falls - Urban Renewal Study--Proposals for an eight-to-10 year urban redevelopment program are set out in this report produced by the City. The report details recommendations for improving the city's industrial, commercial and recreational facilities including a rejuvenated central business district, enlarged tourism and convention facilities, improved transportation network, high-rise residential development downtown and special housing for senior citizens and other low-income groups. Stressed is the fact that tourism and recreation offer the best potential for growth in the city and region. 105 pp. plus maps. \$5.-- City Hall, Niagara Falls, Ont.

Hamilton-Wentworth Planning Area Board - Annual Reports - 1964 and 1965--Complete statistical data and analysis of planning activity in this large joint planning operation show that--despite staff shortages both years--a great deal of work was done on official plan amendments, zoning and subdivision regulations, aerial mapping, technical reports and liaison with local municipal committees and area agencies. -- Hamilton-Wentworth Planning Area Board, City Hall, Hamilton.

## ● SUMMER COURSES

The twenty-eighth in a series of annual two-week special summer programs in city and regional planning will be held at the Massachusetts Institute of Technology, Cambridge, from Monday, June 20 to Friday, July 1, 1966. This year's course will focus on the place of transportation planning in the planning process. Among subjects covered will be the technique of transportation survey and analysis, legal and financial aspects of urban transportation (public and private) and the co-ordination of city and metropolitan land-use planning with transportation planning.

Tuition fee: \$300. For further information write: Director, Summer Session, City and Regional planning, Room E 19-356, Massachusetts Institute of Technology, Cambridge, Mass., 02139.

\* \* \*

Georgia Institute of Technology presents its 12th Annual Summer Institute on Urban Planning, July 11 - 12, 1966. It offers training in the basic planning techniques used in planning agencies. A course in Management Applications of Linear Programming will be offered July 18 - 29, 1966.

For information, write: Director, Department of Continuing Education, Georgia Institute of Technology, Atlanta, Georgia 30332.



The Fourth Annual one-week Summer Institute in City and Regional Planning will be held at Cornell University from June 19 to June 24, 1966. Eight courses will be offered concurrently: Applications of operations research to planning; data processing in local government; environmental health considerations in comprehensive planning; history of city and regional planning; introduction to planning for rural development; mathematics for planners; planning for preservation; and university and college campus planning.

For information and announcements write: Professor Barclay G. Jones, Department of City and Regional Planning, 106 W. Sibley Hall, Cornell University, Ithaca, New York 14850.

## ● Why Belleville looks for summer help

The City of Belleville has written the Branch to inquire about summer help (January - February Newsletter). Planning Director John Beavis reports he can use three geography students to help gather information needed to update the city's official plan.

The new plan will cover the old city and its annexed portions. Water, sewer and traffic engineering studies are already underway. Director Beavis also hopes to use the summer months to extend planning studies to other parts of the Belleville and Suburban Planning Area.

In the meantime, he has launched an education program of films and discussions to set the stage for the work ahead. After the planning board has participated, Mr. Beavis says the film-and-talks series should be useful for citizens' groups such as the local chapter of Community Planning Association of Canada and service clubs. Prior to this, he was involved in a round of lectures to rotary clubs, church groups and high schools.

## ● BRIEFLY NOTED

### PLANNING STAFF

Jack Hetu has been appointed planning director, Sault Ste. Marie and Suburban Planning Board. A graduate in urban geography (1954) from Northwestern University, Evanston, Ill., Mr. Hetu had been director of the Greater Danville Planning Commission in Chicago for three years. Prior to that he was assistant director of the planning operation at South Bend, Indiana. Mr. Hetu has worked with several firms of planning consultants and with Chicago's planning department.

### BRANCH STAFF

Graham Adams, who has supervised the subdivision section of the Branch since 1962, has been appointed Head, Extension and Field Services Division. Mr. Adams graduated from the University of Toronto's School of Architecture in 1952 and was in private practice before joining the Branch in 1955. He was supervisor of the zoning section for two years prior to moving on to subdivision work. Mr. Adams has membership in the Royal Architectural Institute of Canada, the Ontario Association of Architects (Toronto Chapter) and is a member of the Town Planning Institute of Canada.

G.M. Farrow, formerly Assistant Supervisor, Official Plan Section, has been named Supervisor, Subdivision Section. Mr. Farrow has had extensive experience in land surveying and municipal planning in Ontario and the Maritimes. Before joining the Branch in 1963 he was senior planner with the Hamilton-Wentworth Planning Board and was at one time a partner in the firm of McAdams Farrow Associates. Mr. Farrow graduated in 1958 from the University of Toronto's town and regional planning division. He is a member of the Town Planning Institute of Canada and the Association of Ontario Land Surveyors.

Patrick Sorrell has been appointed Chief Draughtsman, Design and Drafting Section, succeeding Gerald Cameron who left the Branch in January to take up the duties of planning assistant with the Central Ontario Joint Planning Board. Born in England, Mr. Sorrell studied survey draughting at Southampton's Ordnance Survey Office. Since coming to Canada in 1962, he has been a cartographer with the Ontario Department of Mines.



Geraldine Sherman, group leader of the subdivision section's northern region (comprising the districts of Parry Sound, Nipissing and north) has joined the Canadian Broadcasting Corporation. A professional planner with experience in England and Canada, Miss Sherman will be a staff producer with the talks and public affairs department of CBC radio.

● CONSERVATION AUTHORITY REPORTS: for reference only

Readers inquiring about copies of conservation authority reports described in the January - February Newsletter will find they are out of print, writes A.S.L. Barnes, Director, Conservation Authorities Branch.

Mr. Barnes says the reports, while no longer in active circulation, are available for reference purposes from a wide range of sources. These include, in most cases, the Queen's Park Legislative Library, university and public libraries, as well as the libraries of the departments of Energy and Resources Management, Land and Forests, Public Records and Archives and, of course, the Department of Municipal Affairs.

Office reference copies for the particular area may also be available from your local conservation authority, your Department of Agriculture representative or your Department of Lands and Forests district officer.

**DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH**

801 BAY STREET - TORONTO 5



HON. J. W. SPOONER - MINISTER  
W. H. PALMER - DEPUTY MINISTER  
D. F. TAYLOR - DIRECTOR



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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



MAY-JUNE-JULY 1966

### ● HOW LONDON MAKES AN OLD GRID SYSTEM FASHIONABLE



Serving the shape of the city as well as downtown merchants and shoppers is this facelifting treatment now underway for the four blocks of London's Dundas Street. The design, by Project Planning Associates, is carefully rectangular both to complement the city's dominant grid pattern and to highlight store fronts.

This model (of one of the blocks) shows how Dundas Street soon will look with a skillful layout that blends spruced-up shop facades, trim kiosks to hold sidewalk lights, planter boxes for new trees and strategically placed benches. Overhead street lights are on special 28 ft. standards to harmonize with the motif. Even sidewalks combine contrasting squares of brick and concrete. Building models have been removed from left foreground for photographic purposes.

Installation of improved underground services has been simplified by the fact that London was one of the first Canadian cities to bury its downtown wires. The project is expected to be completed by the end of July.

### ● BOOKS, BOOKS

and how to find ideas when you need them

Have you ever had this happen to you in your work? Be honest.

You have a problem and somewhere, sometime or other, you read something that would give you the right answer. But, for the life of you, you can't remember what it was or where you saw it. If you are like a lot of us, you may even recall having filed it carefully away. Yet you have no idea where it is.



This, you may be sure, has happened more than once to everyone in private or public business. Because if you run a tight office, your own filing system will not have the space to store efficiently every piece of information you may ever want to use.

The ideal solution, of course, to faulty memories, cluttered book shelves, dusty documents and what-to-do-with-it information that is not part of a busy man's working files is a municipal reference library.

Maintaining a municipal section within your own public library is the most efficient way of preserving, cataloguing, filing and finding the vast output of potentially useful information that emanates daily from municipal authorities, universities, associations, business papers and government agencies around the world. It's also one of your municipality's best ways of promoting public understanding of local government.

A growing number of municipalities in Canada and the U.S. are setting up municipal reference libraries within their public library systems. The City of Toronto, for instance, opened such a service in September, 1965, in its new city hall. In addition to stocking a comprehensive range of reference material on local government, the library has become a reliable source of information on municipal statistics across Canada.

Every day it is visited by municipal staff and the public: ratepayers interested in how their municipality operates, students doing research on local government, businessmen studying public or private redevelopment, employees of companies conducting courses on community planning.

Our main concern, of course, is planning, and planning boards interested in pursuing a library project might begin by contacting their municipal counterpart --the library board--for help in promoting and developing the idea. For at this moment there is no doubt a vast resource of information on community planning alone --pamphlets, books, reports, periodicals--lying untapped in shelves and drawers for lack of proper storage and circulation.

If you would like a basic list of suggested books to help you get started, contact the Department of Municipal Affairs. The Department has its own central reference library--one of the best in Canada--with more than 20,000 titles on municipal law, community planning, administration, assessment and finance. Although primarily for Department staff, this material is available for reference to visitors at 801 Bay Street. Library staff will be happy to help you with any information you require.

## ● HEADLINES

Swinging a gold-painted mallet, Mayor Vic Copps (Hamilton Spectator) sent bricks and mortar flying on Main Street to strike the official blow for downtown renewal across from city hall. Here, aging buildings will be demolished to make way for a transformation in the heart of the community that will bring an education centre, art gallery, library, theatre, auditorium, new stores, hotel, planetarium and an expanded market.

\* \* \*

Port Stanley Village council has passed an interim zoning by-law under the provisions of The Planning Act, reports the St. Thomas Times Journal. The move joins a number of Elgin County municipalities in preparation for organized planning to cope with expected area industrial expansion. The village is now at work preparing future land-use policies and a comprehensive zoning by-law to replace the interim by-law.

\* \* \*

Closer communication between planners and the general public through the local Community Planning Association of Canada branches was stressed by Ron Forrest, director of the Waterloo County Area Planning Board. The Galt Evening Reporter says Mr. Forrest told the Waterloo-Wellington CPAC branch liaison between people and municipal planning departments was a main function of the association and that, without this kind of liaison, many planning programs have broken down.



The real way to sell a minimum housing standards by-law, says Kingston lawyer Ellen D. Webber (Kingston-Whig Standard) is to point out what it does for a city. Mrs. Webber told the local Association of Women's Electors that improved housing provides a better tax base and preserves and conserves that base. "The city spends less money in the long run," she says. Improved housing "cuts down on slums and as a result the police department and the court services spend less money and the schools are less crowded". Such a by-law, she noted, requires more good staff and good public relations.

\* \* \*

"Toronto: a swinging town", proclaims the Vancouver Sun in two-inch-high banner headlines. "By clean, efficient civic and metropolitan administration... by careful planning and meaningful zoning by-laws, by co-operation with private investors in land-assembly schemes," says the Sun, "Metro and the city have stimulated and controlled the massive developments that have begun to reshape the downtown core." Among many developments under construction or planned that are noted by the paper are the Toronto-Dominion Bank and Canadian Imperial Bank of Commerce complexes; a \$260 million Eaton's Centre; an \$85 million waterfront development; \$50 million worth of provincial government buildings; a \$12 million, 29-story office block; a \$50 million, privately financed urban renewal scheme; the St. Lawrence Centre for the Arts; and a proposed CBC Radio-TV City.

\* \* \*

An official plan, two years in the making, to cover development in West Ferris township for the next 20 years, has been adopted by township council. According to the North Bay Nugget, planners predict that township population will triple the 1965 figure of 6,100. Backed up by by-laws on new subdivisions, zoning programs, redevelopment and building by-laws, the master plan calls for a wide measure of control on property transfers and on the establishment of any new housing development. The plan, drawn up by Proctor, Redfern, Bousfield and Bacon, of Toronto, envisions an urban area starting at the North Bay city limits and bounded by Highway 11 and Lake Nipissing, tapering southward along the lake to the border of North Himsforth. Residential development will proceed in stages and the plan makes allowances for industrial, commercial, tourist and rural land use in the township.

\* \* \*

A top federal housing official told the Canadian Federation of Mayors and Municipalities' Vancouver convention that it was up to them to tackle the ugly urban quilt of wires, poles and sprawling dumps, reports the Toronto Globe and Mail. Jean Lupien, vice-president, Central Mortgage and Housing Corporation, said urban renewal alone is not enough to restore beauty to cities and towns. Mr. Lupien cited electric and telephone wires, abandoned quarries, auto graveyards, proliferating billboards and "sagging, illiterate hand-made signs" as part of the "monstrous desecration" that must be corrected. The cure, he said, lies in planning, not in major spending and "for leadership in these endeavours we must turn--logically and inevitably-- to you...."

## ● PLANNING IS NEWS FOR WATERLOO AREA BOARD

Keeping people informed about planning activities rates such high priority with the new Waterloo County Area Planning Board that it uses the services of a public relations consultant and produces a regular newsletter.

The consultant to the joint board is Raymond Stanton, former reporter with the Kitchener-Waterloo Record now operating his own public relations firm, and the newsletter is one of the by-products of his service. Produced monthly since April, it goes out to councils, boards and commissions of every municipality in the city-county planning area, to the local press, radio and television media, and to other interested agencies including this department.

Plain in format (it's produced on stencils) the newsletter runs approximately four to six letter-sized pages an issue and aims to stay on top of local developments such as board activities and staff changes. It also presents clear and readable articles on the principles, policies and procedures involved in the planning process.

If you want to know more about this newsletter or be included on its mailing list, contact Raymond Stanton Public Relations, 379 Queen St. S., Kitchener, or the Waterloo County Area Planning Board office, 20 Weber St. E., Kitchener.



## ● REPORTS & PUBLICATIONS

### Available from ASPO

Two new books published by the American Society of Planning Officials are available for sale to non-members:

Planning 1965--A selection of 47 papers from the joint ASPO-CPAC conference in Toronto focuses on the region in planning and on the linking of physical and social planning. Other subjects covered include the fundamentals of planning, urban renewal, new towns, electronic data processing and transportation. 351 pp. \$6.50 -- American Society of Planning Officials, 1313 E. 60th St., Chicago, Ill., 60637.

\* \* \*

New Directions in Land Use Classification--Albert Z. Guttenburg. This report is not intended as a working manual but rather as a full and careful discussion about a highly comprehensive land use classification system that is geared to the three functions of planning--analysis, evaluation and control. Provocative reading. 30 pp. \$2.50 -- American Society of Planning Officials, 1313 E. 60th St., Chicago, Ill., 60637.

\* \* \*

These ASPO reports, originally published in 1961, are now available to non-ASPO subscribers at a cost of \$5 each:

Continuity in Small City Planning (No. 143)--Planning programs in smaller urban centres have often faltered and failed because of lack of interest and willingness to pay for continued services. 28-page booklet deals with the problem.

Principles of Organization for Planning Agencies (No. 146)--Discusses principles of formal organization within a planning agency. Report deals with division of labor, functions, functional organization, chains of command, authority, and responsibility of staff. Organization charts included. 24 pp.

Recreational Boating Facilities (No. 147)--Deals with types and arrangement of boating facilities, land and waterway space requirements, economic factors and regulations. 40 pp.

Citizens Planning Groups (No. 149)--Functions and activities, strengths and weaknesses of citizens planning groups are covered in this 28-page report. Includes planning directors' evaluations and bibliography.

Policy Statements: Guides to Decision-Making (No. 152)--Describes such statements and how they can be a helpful tool for the planning agency. Examples offered.

### Available from library

A two-part list of composite townships -- township municipalities composed of more than one geographic township or of a geographic township and another area such as a mining location or large island -- is available in limited supply from the Department of Municipal Affairs.

One list, of composite townships and improvement districts, breaks these down by county and/or district and describes their composition. The other is an alphabetical listing of geographic townships showing the municipality or municipalities of which they are part.

For further information write: Library, Department of Municipal Affairs, 801 Bay St., Toronto 5.

Also available in limited supply from the Department library is the 1965 supplement to "These Related to Municipal Administration, Finance and Planning, 1963 edition (with 1964 supplement attached)". This publication is a listing of theses on these subjects and emphasizes Ontario municipalities. The original theses are written by students in geography, history, economics, political science and related fields at universities in Canada and the United States. Although the theses may not be borrowed, except through inter-library loan, they may be referred to in the main reference library of the university concerned.



## ● BRIEFLY NOTED

### PLANNING STAFF

Wojciech Wronski, former deputy planning commissioner for Metropolitan Toronto, has been appointed commissioner of planning on the departure of Eli Comay who enters private practice as a planning consultant. The appointment formally takes effect September 1. Mr. Wronski was assistant senior planning officer for the London County Council during 1949-55. Born in Warsaw, he was educated at Oxford and London universities and obtained his master's degree in town planning and civil engineering. He is a member of the American Institute of Planners and the Town Planning Institute of Canada. From 1955-57, Mr. Wronski directed the long-range planning division of the Toronto Planning Board. He served as Etobicoke planning director for six years.

The post of deputy commissioner will be filled by R. John Bower, now director of the board's land use division. Mr. Bower joined the metro board in 1953. Prior to that, except for three years' army service, he worked with the Gloucestershire County Council beginning 1942. A TPIC member, he is also an associate member of the Royal Institute of Chartered Surveyors and the Association of Ontario Land Economists.

Gordon Miles, formerly with Hamilton's urban renewal department, has been appointed planning director for the City of Brantford where he was born. Graduating from McMaster University with a B.A. in social science in 1960, Mr. Miles went on to the University of Toronto where he received his diploma in town and regional planning in 1962. He then worked for several years as senior subdivision planner with the Community Planning Branch.

Brian Turnbull is now planning director for the City of Waterloo. He was formerly with the planning consulting firm of Murray V. Jones and Associates. Born in Peterborough, Mr. Turnbull received his diploma in town and regional planning from the University of Toronto in 1963. Prior to that he graduated with a B.Sc. in agriculture from Ontario Agricultural College.

Fred Losee, formerly with the Oakville Planning Board, is now senior planner with the Waterloo County Area Planning Board. Mr. Losee studied geography at McMaster University in Hamilton, urban geography at the University of Waterloo, town planning at the University of Toronto and advanced city and regional planning at the Massachusetts Institute of Technology. He was born in Shawinigan Falls, Que., and has worked in Hamilton and Toronto.

## ● DON'T WAIT FOR WINTER

Have you mailed back your annual questionnaire to the Department of Municipal Affairs? If you are among those planning boards and committees of adjustment who did so, our research and special studies staff thank you. The response during the first three weeks of the mailing was a gratifying 50 per cent and the mail is still coming in.

If you haven't completed and returned yours yet, this is a reminder to do so as soon as possible. The greater the response, the more accurate and useful the information that will be produced when all that data is fed into electronic equipment at the Department of Highway's computer centre.



# Ontario Planning

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DEPARTMENT OF  
MUNICIPAL AFFAIRS



## SUPPLEMENT

JULY 1966

### THE COMMUNITY PLANNING BRANCH LOOKS AT 1965



Legislative changes, a rapidly rising interest in urban renewal and other important planning matters made 1965 perhaps the busiest year in the 20-year history of the Branch. This annual supplement examines the highlights of that year.

The biggest single administrative challenge that faced the Community Planning Branch in 1965 was in coping with an unprecedented increase in interest and activity in the face of a shifting and continuing tight market for planning staff. New legislation, an upsurge of interest and activity in all aspects of planning, significant changes in local organization for planning and a series of special studies confronted the Branch with the reality of having to satisfactorily cope using existing staff. Yet the work got done without serious bottlenecks and without compromising the standard of service.

During the year, the Branch recruited 29 new staff, lost 25 and finished the year with four more than at the beginning of 1965. This staff mobility obviously hampered the Branch's training program and forced cutbacks in programmed research and promotional projects. It also pointed up once again the intense -- if friendly -- fraternal competition for trained planning staff between the province, the municipalities and private consultants which will continue as long as the famine persists. Last year, discussions were started by the Branch at the annual planning staff conference to find ways and means to train technicians to handle routine administrative work -- leaving more time for the professional planner to do what he is best qualified to do: plan.

#### ● COMMITTEES OF ADJUSTMENT

The May 3 transfer of the consent-granting responsibility from planning boards to committees of adjustment had significant implications. With it, planning boards were relieved of a largely administrative responsibility and given more opportunity to plan. Where no committee of adjustment existed in an area of subdivision control, the Minister's consent (and Branch review) was required for land transfers.

There were other details. The new legislation required notice of receipt of an application and a public hearing where none was required before. Not only the applicant, but any interested party (including the Minister) could appeal a decision to the Ontario Municipal Board. Finally, the new legislation made it possible for the committee of adjustment to impose conditions on the applicant before consenting to a transfer.

Setting the stage for these changes, the Branch conducted conferences in five cities throughout the Province to explain the legislation and how it could be dealt with locally. It also met with 69 separate committees and prepared a series of circulars explaining the purposes of the transfer, the implications, and the new procedures for dealing with consents.



Largely as a result of this legislation, the number of committees of adjustment jumped from 122 in 1964 to 219 in 1965. Rules of procedure had to be modified, staff acquired to handle the expected increase in applications, budgets revised and existing committees reinforced. Not surprisingly, municipalities met the challenge of change with dispatch and efficiency.

A two-day seminar was conducted by the Community Planning Branch in December and gave the Branch and selected representatives from committees of adjustment and the legal and planning professions a chance to find out how the new legislation was working and to recommend appropriate changes where necessary.

This table illustrates that 1965 was a busy year both for committees of adjustment and the Branch.

C O M M I T T E E S   O F   A D J U S T M E N T   1 9 6 5						
Activity	1960	1961	1962	1963	1964	1965
1. Number of Committees of Adjustment	67	74	96	104	122	219
2. Decisions of Committees Consents	Not applicable (no power to act)					3,229
3. Decisions of Committees Variances	2,072	2,611	2,808	3,186	3,414	3,932
4. Rules of Procedure Approved by Minister	5	7	22	8	18	219
5. Consents dealt with by Minister - Sec.26	284	311	363	331	395	1,469

## ● URBAN RENEWAL

More than any other year, 1965 focused attention on urban renewal as one of the vigorous action arms of community planning. There were ample signs of new construction activity in Sarnia, Windsor, Ottawa, Toronto and Hamilton.

Municipalities also demonstrated that urban renewal has three faces as greater use was made of rehabilitation and conservation techniques rather than wholesale clearance. Acting under private legislation, Toronto, Windsor and Ottawa continued their programs of maintaining and improving their existing stock of housing. Sudbury and London, taking advantage of the new general legislation, amended their official plans as a preliminary to passing maintenance and occupancy by-laws. Clearance and individual-unit rehabilitation were combined where possible in several projects in Kingston, Toronto, Hamilton and Kapuskasing.

In education, the Branch stepped up its program to promote understanding of urban renewal and of the legislation and aids available. Two conferences were held, one on the broad aspects of renewal, the other on maintenance-and-occupancy by-laws. Branch staff met with 56 municipalities contemplating or involved in renewal programs and participated in seminars and conferences throughout the province.

U R B A N   R E N E W A L   I N   O N T A R I O							
Action	1959	1960	1961	1962	1963	1964	1965
Meetings	71	85	82	85	107	152	226
Urban Renewal Studies	2	-	1	2	2	3	10
Urban Renewal Schemes						1	8
Urban Renewal Projects	2	1	1	1	-	3	2
Redevelopment Area Designations	3	1	3	1	4	2	3



## ● PLANNING ORGANIZATION

Three important new joint planning areas were defined in 1965. These were the Waterloo County Planning Area, the Brant Planning Area and the Central Ontario Joint Planning Area.

The Waterloo County Planning Area embraced the cities of Galt, Kitchener, and Waterloo and all the local municipalities in Waterloo County -- three towns, four villages, and five townships. The total population in the planning area is about 200,000. Three previously defined joint planning areas will be dissolved as the new joint planning board is staffed and ready for duty, but subsidiary planning boards are to be established for every municipality in the joint planning area. The City of Galt and the Township of North Dumfries will continue to operate the Galt and Suburban Planning Board as a subsidiary planning board.

The Waterloo County Area Planning Board has 19 full members -- two representing each of the three cities and one representing each of the 12 county municipalities, with the warden of the county automatically being a member. Alternate members have full voting powers when the members they are "shadowing" are absent. The county is the designated municipality. As an experiment, the provincial government has agreed to pay a subsidy of one-quarter the cost of operating the planning board in each of its first three years of existence. By year's end, the planning board had engaged a planning director. It expects to complete its staff and launch a broad planning program in 1966.

The formation of the Waterloo County Area Planning Board is important for a number of reasons:

- (1) The area to be included within its jurisdiction was established after a thorough study on its internal linkages and its regional setting -- perhaps the most thorough study yet conducted in Ontario as the basis of defining a planning area.
- (2) The Board was established with the unanimous agreement of all the municipal councils in the planning area -- including the county council.
- (3) This is the first planning board to be offered direct financial assistance in performing its planning functions. The Minister has clearly stated that this is an experiment.

Similarly, the Brant Planning Area includes all of the municipalities lying within the physical limits of Brant county. These municipalities are the county itself, the City of Brantford, the Town of Paris, and five townships. This new planning area, which has a population of about 80,000, was defined late in 1965. Steps are underway to appoint the planning board early in 1966.

The Central Ontario Joint Planning Area takes in the City of Oshawa, the towns of Bowmanville and Whitby, and the townships of Darlington, East Whitby and Whitby. This planning area, with a population of 110,000, adjoins the Metropolitan Toronto Planning Area.

The new planning board replaces the Oshawa Regional Planning Association, an unofficial planning organization which has functioned to good purpose for several years.

In addition to these new joint planning areas, three single-independent and five subsidiary planning areas were defined during 1965. The new single-independent planning areas are the townships of Amabel, Monck, and Oneida. The new subsidiary planning areas are the City of Brantford and the townships of Brantford and Onondaga (Brant Planning Area), the Town of New Toronto (Metropolitan Toronto Planning Area) and the Town of Capreol (Nickel Basin Planning Area).

During the year the boundaries of nine existing planning areas were altered. Most of these were minor adjustments, except in the Central Oxford Planning area, where the Town of Ingersoll, the Village of Norwich, and the townships of East Nissouri and North Norwich were added to the planning area.

At the end of 1965, there were 396 planning areas in Ontario -- 82 joint, 158 subsidiary, and 156 single-independent.



## ● METROPOLITAN TORONTO AND REGION TRANSPORTATION STUDY

This study was inaugurated by the Province to determine an overall transportation policy for Metropolitan Toronto and surrounding municipalities.

Three objectives of the study are:

- (1) To devise a co-ordinated network for transporting persons and goods throughout the region by the most effective means possible;
- (2) To define a comprehensive transportation policy for provincial and local action; and
- (3) To recommend a financial and administrative policy for transportation services.

Several staff members of the Branch have served on the Technical Advisory Committee and various subcommittees establishing overall study procedure.

The Branch also has the job of preparing forecasts of the size, characteristics and location of the population to reside and work within the study area at various points in the future (1980 and 2000). This information, of course, is imperative in determining the timing, location and type of transportation facility that will be required. Assisting in this work are several consultants, municipalities and planning staff within the area.

During the year, Branch staff:

- . Collected through field survey, detailed information on existing land use, population (numbers and distribution) and employment with the study area
- . Prepared composites of official plans and other development policies in force within the municipalities of the Region
- . Related these development policies to economic forecasts of future population and employment prepared by independent consultants
- . Prepared criteria as a basis for judging the relative merits of different growth forms that could emerge in the Region in the time period under study
- . Examined various works proposed or being considered by government agencies within the Region to determine their impact on the future rate and nature of growth within the study area
- . Studied techniques to be used in measuring the significance of different growth patterns on transportation facilities.

## ● URBAN AND REGIONAL HIGHWAY STUDIES

Over the past several years a special relationship has developed between the Department of Highways and the Department of Municipal Affairs.

The Department of Highways sponsors urban road studies throughout the Province. These prove helpful in assessing physical road requirements and the cost consequences of these road systems.

Essential to this work is the collection and analysis of information on existing and future population, direction and intensity of growth, employment, and other factors influencing road demands. The Community Planning Branch helps DOH assess the validity of the background data produced in each road study. During the past year the Branch reviewed studies conducted in Cornwall, Sudbury, Ottawa, Midland and Wallaceburg.

As well, the Branch helped prepare similar forecasts related to regional highway needs.

Areas studied in 1965 included:

- . The Lake Simcoe Area (County of Durham, Victoria, Peterborough, Northumberland and District of Haliburton)



- . Peterborough Area (Counties of Durham, Victoria, Peterborough, Northumberland and District of Haliburton)
- . Belleville-Brockville Area (Counties of Leeds and Lanark and parts of Hastings, Lennox and Addington, Frontenac and Carleton)

## ● OTHER STUDIES

In 1964 the Department was asked by the Chelmsford Blezard Valley Planning Board to assist in conducting a study of growth problems in the planning area and the area surrounding. This covered approximately 900 square miles -- six towns, nine township municipalities, one improvement district and 14 unorganized townships.

With the concurrence of the municipalities, the Community Planning Branch entered into an agreement with Central Mortgage and Housing Corporation to do a reconnaissance study of the area. Purpose of the project was to define problems and suggest an approach to a more intensive study in the future. The preliminary study is now underway.

Two other studies, involving areas containing a number of municipalities, were launched in the Dryden and Trenton-Belleville districts.

Shortly after The Planning Act was enacted in the mid '40's, this Branch collaborated with the Department of Health to establish minimum-size standards for building lots under various conditions of public service availability. Practical experience gained since then has raised questions about the appropriateness of these minimum standards. In 1965 the Branch engaged the services of an acknowledged authority in sanitary sewage treatment to subject the standards to critical reappraisal. The report is expected in 1966.

## ● MINISTER'S ORDERS

The Minister is empowered under The Planning Act to make orders that have the same general effect as zoning by-laws or by-laws designating areas of subdivision control. These are normally applied in territory without municipal organization -- that is, in areas where no municipal councils exist and thus where no agency other than the Minister has the authority to impose regulation over land subdivision and land use. (In a few cases, orders have been made affecting land in organized municipalities.)

The purpose of these orders is to establish as least a minimum degree of regulation over land subdivision and land use in areas where substandard or otherwise undesirable development is in process or in prospect.

The most common situation leading to the making of orders has been the actual or anticipated "urban" development stimulated by new mines or primary industry in Northern Ontario. Naturally, most of this resource development -- with its attendant residential settlement -- takes place outside organized municipalities.

M I N I S T E R ' S   O R D E R S   I N   1 9 6 5				
Date made	Name	Area included	Type	Remarks
Jan.20/65	Timagami area	7 municipalities 89 unorg. twps.	Subdivision Control	
Jan.27/65	Booth Township	Booth Township (U)	Subdivision Control	
Aug.26/65	Kapuskasing	Kapuskasing (pt)	Zoning	Replaces order made on Oct.28/64



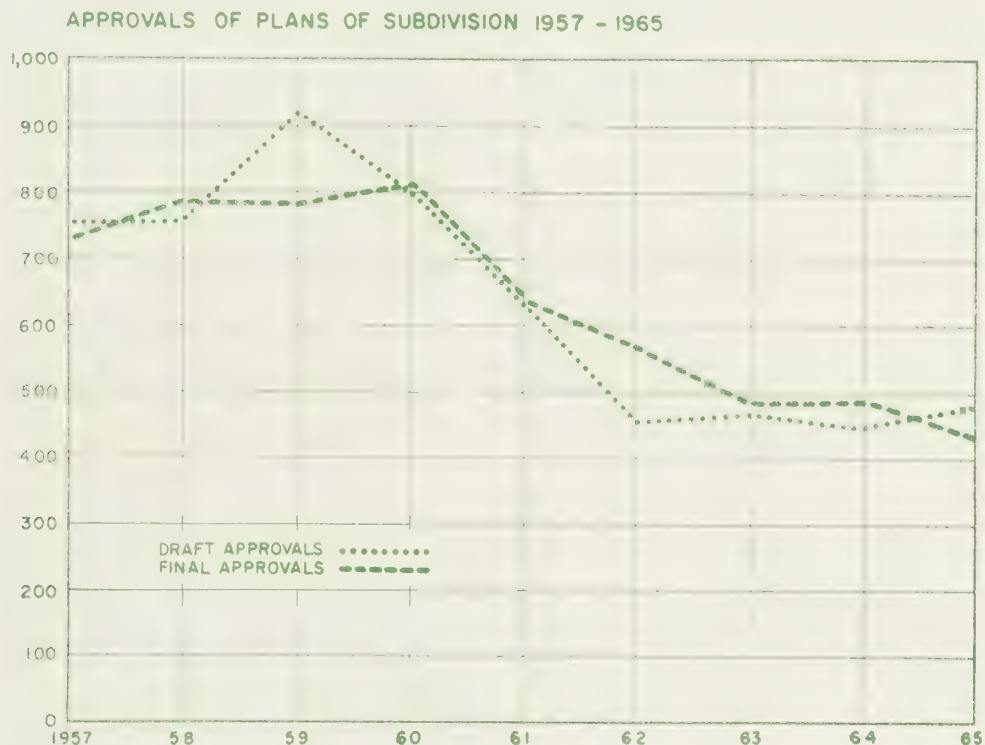
## ● PLANS OF SUBDIVISION

Where land anywhere in Ontario is to be subdivided by registered plan of subdivision, rather than by some other method, the plan requires approval of the Minister of Municipal Affairs.

All applications for approval are examined by the Community Planning Branch on technical grounds and are referred to planning boards, municipal councils, and appropriate federal and provincial government agencies for review and comment. This process culminates in a recommendation to the Minister for approval of the plan -- usually subject to conditions -- or for disapproval.

Basic considerations in these decisions are: the suitability of the plan for location, timing, and design; ensuring that adequate standards of essential services will be maintained; and protecting the financial position of the municipality from undue strains.

Approvals are given in two stages: (1) Approval of the draft plan, when the conditions are made known and (2) approval of the final plan, when the conditions have been satisfied and the subdivision staked on the ground.



The accompanying graph shows for the period 1957-65 the number of draft approvals, and the number of final approvals for each year. It does not reflect the increasing complexity of the subdivision-approval process resulting from trends towards more sophisticated design, greater municipal attention to installation of adequate services, and new developments in community structure and land-use regulation.

The graph does not include figures for plans submitted that were not recommended for approval (26 in 1965 and 58 in 1964). Nor does it show the draft approvals given in previous years that were subsequently withdrawn by the Minister (81 in 1956 and 39 in 1964).

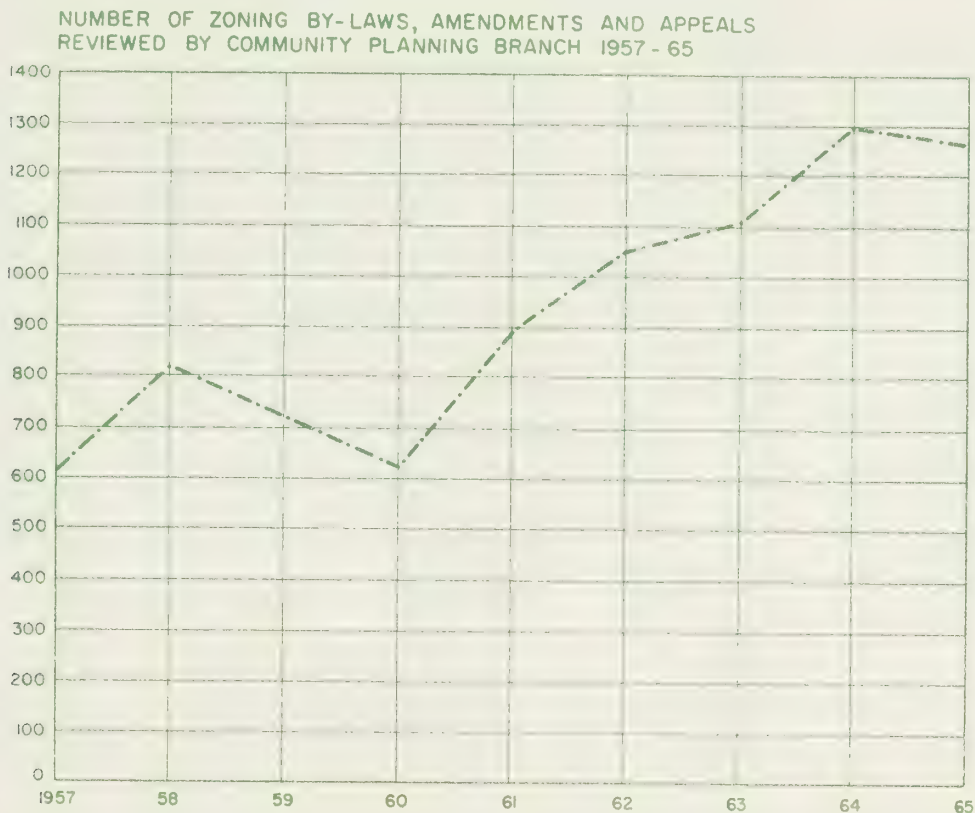
## ● ZONING

Zoning by-laws regulate the use of land and the erection and use of buildings. Their purpose is to foster an appropriate pattern of compatible land uses in the community and prevent various kinds of sub-standard development from occurring. Ideally, zoning by-laws should be based on a sound, comprehensive official plan.

The Community Planning Branch reviews all zoning by-laws and amendments that are submitted to the Ontario Municipal Board for approval to see that they observe accepted principles of good planning and conform with the local official plan, where one is in force. The Branch's comments are sent to the municipalities concerned as well as the Municipal Board.



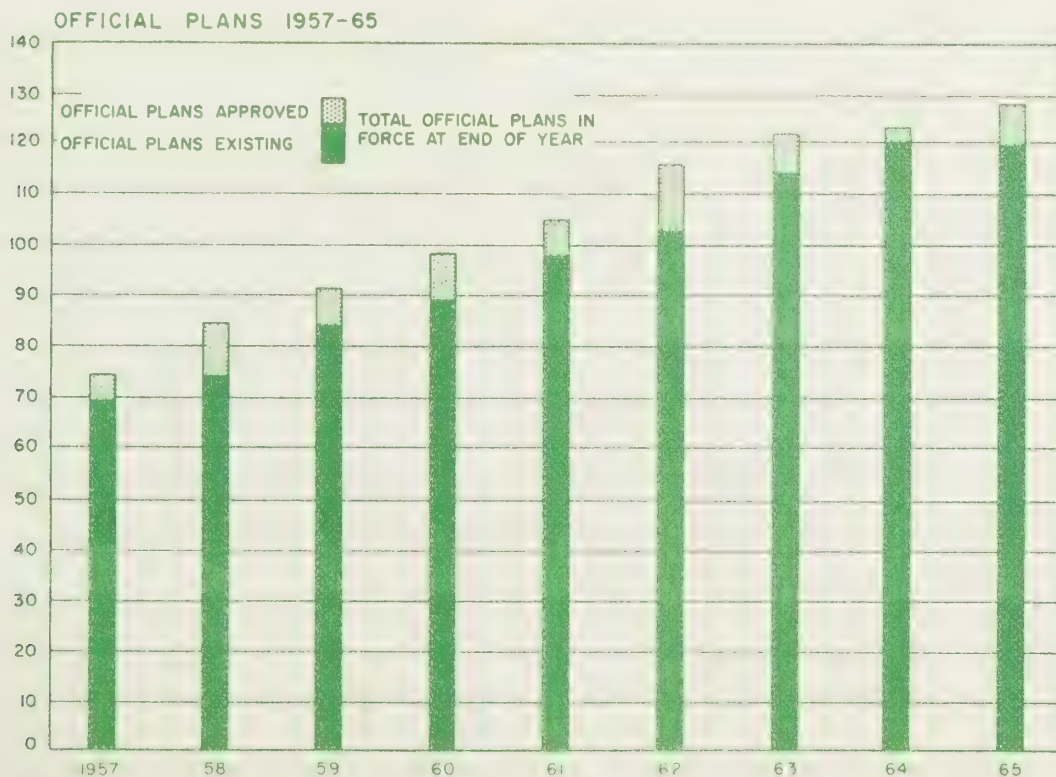
The graph just below indicates the total number of by-laws and amendments reviewed by the Branch during the period 1957-65. This includes appeals to the Municipal Board by individuals against the refusal of municipal councils to amend zoning by-laws.



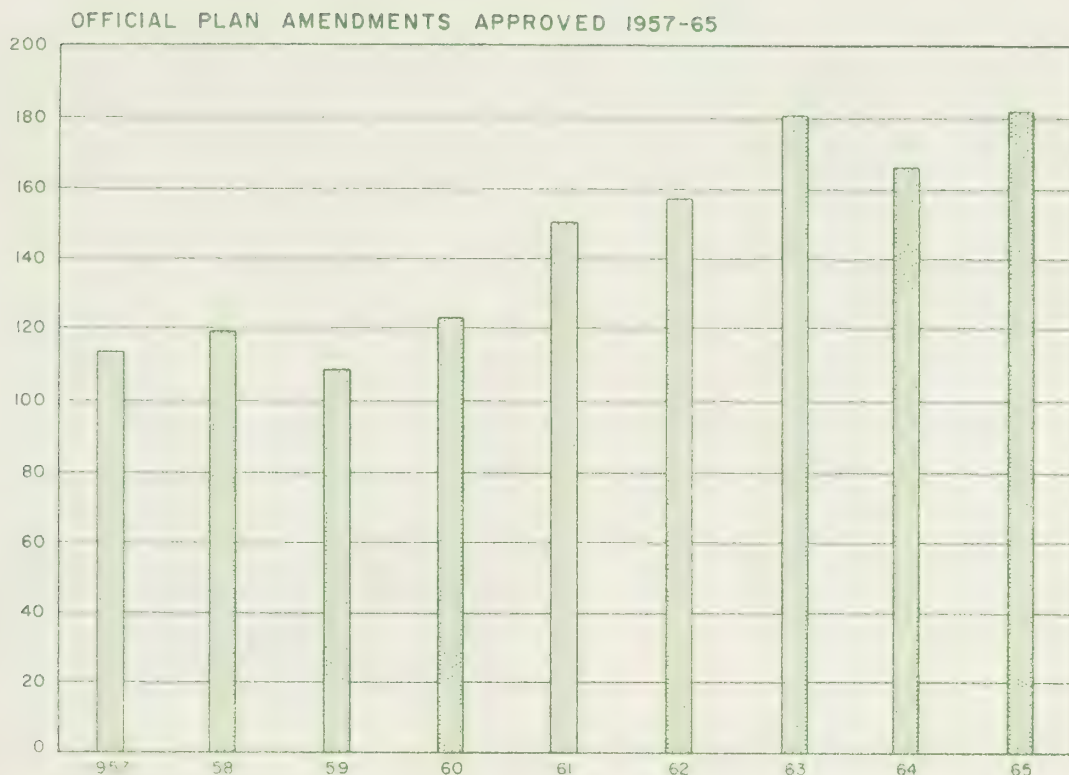
The Branch also reviews, upon request of the municipality, by-laws that have been drafted but not yet enacted by municipal council.

## ● OFFICIAL PLANS

Official plans are the principal instruments for guiding the future development and redevelopment of Ontario communities. They are prepared and recommended by planning boards. If adopted by the relevant municipal councils and approved by the Minister of Municipal Affairs, they become official plans.







The Community Planning Branch reviews all applications for approval of new plans and of changes in existing plans. Each application is tested against accepted planning principles, and the interests of neighbouring communities, provincial and federal government agencies are also considered.

The accompanying two bar charts indicate the number of official plans in force at the beginning of each year since 1957, the number of new official plans approved, and the number of amendments submitted for approval.

## ● CONFERENCES AND MEETINGS

Last year the Branch conducted eight conferences, acted as co-sponsor of another with Central Mortgage and Housing Corporation and the Ontario Housing Corporation in Sault Ste. Marie, and participated with other Department Branches in five municipal affairs workshops.

Staff presented lectures and papers and acted as panel members at conferences sponsored by other departments, professional associations, development agencies and citizen organizations.

It was the Branch's pleasure in 1965 to act as one of the hosts for the second joint meeting of the American Society of Planning Officials and the Community Planning Association of Canada, in Toronto. The first such joint meeting took place in Montreal in 1955. The conference was attended by more than 2,000 delegates and has been rated one of the most successful planning conferences held to date. The success was no accident. Much of it was due to sound and expert background work by staff of the Community Planning Association of Canada, Toronto -- the host city and many other persons from the Toronto area.

Meetings with municipalities to discuss urban renewal jumped 50% over the previous year. Similar increases took place in other aspects of Branch work. For example, the number of meetings on official plan and zoning matters rose from 330 in 1964 to 507 in 1965. Trips to the field to examine proposed subdivisions and to discuss subdivision control increased to 100 during 1965.

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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER

AUGUST · SEPTEMBER · OCTOBER 1966

PERIODICALS READING ROOM  
(Humanities and Social Sciences)

### CENTRAL ONTARIO JOINT PLANNING BOARD: part one

#### an office design where even the walls are put to work

As the trend to larger joint planning areas captures headlines, the news has gravitated to such items as municipal co-operation (or the lack of it), joint budgets, board memberships and programs. From Planning Director W.F.H. (Bill) McAdams, Central Ontario Joint Planning Board, comes a new consideration that may well shape up as a prime factor in making planning operations more efficient. It's the planning office itself.

Most larger joint boards such as the county-wide Waterloo and Brant organizations agree offices should be 1) apart from the municipal offices 2) large enough to handle meetings and delegations and 3) located within the designated municipality. Exactly where, how big, or of what design, has been largely a matter of trial and error.

Here, in a two-part article concluding next issue, and with his comments, is a look at how Mr. McAdams tackled the project of office facilities and how his planning program is moving ahead.

#### the office

The three initial problems Mr. McAdams had to solve were office location, space and adaptability. In his operation he must deal with six staff, a 15-member planning board, the local councils and planning boards of six municipalities, two county councils (part of Durham and Ontario), several local authorities including conservation, and the people themselves.

Location. Finding a place independent of local municipal offices that could handle large meetings was the first problem. With the help of the local real estate board president, Mr. McAdams selected second-floor offices in a shopping plaza near the western outskirts of Oshawa, the designated municipality, that was within convenient reach of the other centres. An important rental feature about the plaza was its spacious parking lot for large numbers of visitors.



Space. The office area selected covers almost 1,700 sq.ft. -- just about right in his judgement. This he subdivided into his own office; reception, clerical and technical area; spacious meeting room; and an office for the senior planner.

Separating the small and cozy waiting area from the receptionist-secretary are several filing cabinets. Cabinets also are used effectively as partitions between the receptionist, the planning clerk and the three technicians -- two draftsmen and a planning assistant. Shelves along the facing wall constitute a reference library for staff and visitors.



Calculating acreages in technical area are planning technician Dick DeBoer and draftsman Bob Abbott. Left background is reference library for staff and public. Right: Base maps are examined in board room by Gerald Cameron, assistant planner, director McAdams and senior planner Jeffrey Madden. Conference table can be separated into five smaller units. Tack board walls throughout office carry maps.



At compact vertical plan file (only partly shown) staff can study map without removing it. Right: checking accounts are secretary K. St. John, planning clerk Gary Crombie.

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"The impression we tried to convey was that of openness and informality. That's why we did away with the traditional counter. A counter tends to come between public and private enterprise. I believe our job is to co-ordinate the efforts and energies of the two".

Adaptability. The problem of pinning or taping maps and plans to plaster walls has been circumvented by the use of tack board throughout most of the office including the meeting room. Inexpensive and attractive, it permits placing a map anywhere on the wall surface without gouging or chipping.



For map storage, a compact 3 x 3½-ft. vertical plan cabinet is designed to carry 6,000 maps or drawings suspended from hooks. The cabinet is said to equal about 30 plan drawers. Staff can examine a map without removing it and without stooping or climbing. Mr. McAdams estimates it reduces floor space, floor weight and filing time from 30 to 50 percent over conventional horizontal filing systems.

Sharing efficiency honors with the tack board and plan file is the multi-purpose conference table in the meeting room. Actually it is five tables in one held together by toggle-bars -- specifically, four 3 x 8-ft. units that make a large 96 sq.ft. surface plus a 2 x 6-ft. extension. There are also three small tables for the secretary, the press and a telephone.

"This arrangement is much less expensive than buying a huge table. It provides ample elbow room for the 15-member planning board. Large maps can be spread over its surface without cramping viewing. Conversely, the tables may be separated for executive committee meetings or used as additional reference tables in the technical area".

In addition to tack boards, a strip of wood moulding runs below the ceiling with special clips for mounting roller maps.

NEXT ISSUE examines some key developments in this joint planning operation: the function of two special committees and the importance of the current research phase to the planning program.

## ● Why planning rates prime time in the Sault

Unless your name happens to be Barnum or Bailey, having the mass media in your corner is an indispensable aid when you are trying to put across your planning program -- and yourself -- to the public. So says Jack Hetu, new planning director of the Sault Ste. Marie and Suburban Planning Board.

In office only eight months, American-born Mr. Hetu has had the dual problem of adjusting to the politics and municipal administrative practices of a new country while developing a planning program for the area that people would accept and support. Radio, television and a good press are making that job easier.

Twice he has appeared on half-hour shows for the Sault's CJIC-TV to introduce himself and to explain, with maps and charts, the city's plans and prospects for zoning, the official plan and minimum housing standards. He also has done a series of 90-second spots on local t.v. and on the two American stations across the International Bridge.

Mr. Hetu uses radio perhaps to best advantage. Guest appearances on the program "Open Mike" -- a free-for-all exchange where the public participates by telephone -- have given him an opportunity to deal with individual inquiries for the benefit of a mass listening audience. Someone must have been listening for he has since been asked to talk to the Kiwanis Club about urban renewal in the United States.

His latest public relations project, a 20-minute slide film on the renewal of the Sault, is a case in point of how co-operation with the media can work two ways. Having demonstrated that community planning is as newsworthy as it is im-



portant, he has been offered the technical services of the local television and radio stations in preparing his project -- including editing, continuity, commentary and musical background.

With this valuable help, he expects to finish the job by fall to coincide with the completion of an urban-renewal scheme-preparation report by a planning consultant. The slide presentation will be shown first on television, later to schools, churches and local organizations, and will be available on loan to any interested planning board for the cost of postage and handling.

"Presentations like this have to be short, simple and business-like", he says. "When you talk about slums, it's not enough to say the buildings are shabby and the people under-privileged. Demonstrate that slums are a huge drain on the taxpayer and you are hitting him right in his pocket book."

This dedication to keeping issues clear shows up in day-to-day public business. Applicants for re-zonings, for example, are given a form developed by planning staff covering as many pertinent matters as possible.

"The form has proved to be more than good public relations", says Mr. Hetu. "It has saved us much needless back-and-forth discussion and minimizes the expense to the applicant for legal help. I'm sure many of them can't readily afford solicitors."

Likewise he considers circulating notices and minutes of planning board meetings as a minimum gesture in any information and education program. "Planning board members and municipal administrators involved in handling applications should have as much background information as you can give them", he says. "We provide them with up-to-date land-use surveys, plotted 200ft. to the inch, containing lot sizes and the names of each subdivision so that they will be able to relate each proposal to the surrounding area."

So concerned is he that public relations does not become lost or forgotten in daily routine that he has established a committee of the board to handle it. The fact that his board members include a newspaper executive and a television news director has been an important factor in the committee's success. Later he hopes to engage the services of a Toronto advertising firm.

Council must think Mr. Hetu is on the right track. This year, for the first time in the board's history, there wasn't a single budget cut.

## ● HEADLINES

When a small town rejects an industry, that's news, and Waterford (pop.2,380) has done just that, reports the Simcoe Reformer. Rather than attempt to amend its zoning by-law, which does not permit certain industries classified as 'obnoxious', town council followed the view of a councillor and former planning board chairman and voted to inform the company -- a fuel oil distributor -- it would have to look elsewhere.



The Stratford Chamber of Commerce has decided to set up a committee composed of downtown retailers to lay the groundwork for the Norwich Plan. Retailers will be asked to sign an agreement to pay into a trust fund a "relatively small fee" to offset architect's costs and other expenses of organizing the plan. The remaining costs will be mainly for paint, removal of overhanging signs and alteration or removal of awnings. The Stratford Beacon-Herald quotes one chamber member as noting that "in every city where the plan has been implemented, business has increased." ...The Kitchener-Waterloo Record notes that Kitchener's Downtown Business Association has made a similar proposal.

\* \* \*

Peterborough's multi-million dollar downtown renewal project (Owen Sound Sun-Times) involves two city blocks. Heart of the project is a landscaped public square ringed by a circular three-level parking structure with retail stores beneath. The plan, to be completed in 1969, separates cars and pedestrians, includes a pedestrian interchange and is designed to provide a future link with the nearby Otonabee River. Many older buildings capable of restoration, including the former city hall, are embodied in the project.

\* \* \*

Answering local criticism of a proposed maintenance-and-occupancy by-law, Hamilton urban renewal commissioner Graham Emslie told the Hamilton Spectator the by-law is designed to protect people and not impose hardships. While it would cover the entire city, it would be applied mainly in urban renewal zones where money and technical help are available. The new by-law would give home owners the right of appeal to a citizen's committee, he says, with the right to extensions up to 18 months, before reaching the court stage.

\* \* \*

In a change of heart, Sarnia City Council decided it would not scrap its by-law prohibiting overhanging signs, writes the Sarnia Observer. The Sarnia Downtown Association pointed out that abolishing the by-law to accomodate one store would force the others to do the same with resulting severe and needless expense. As one city alderman observed, many cities "are getting away from such signs because they contribute nothing to the downtown area ... many, in fact, are plain junk."

\* \* \*

Charlottetown Township (pop. 6,066) has unveiled a proposed zoning by-law to eliminate piggeries, chicken coops, wrecking yards and shacks, says the Simcoe Observer. The by-law provides for urban, rural and resort zones. Owners of unserviced properties will only be able to build on 17 per cent of their lots (33 per cent if serviced with water and sewers). A building inspector will be hired to enforce township by-laws.

\* \* \*



Following the lead of many towns and cities, Gloucester Township (pop. approx. 21,000) approved in principle a by-law requiring the burying of electrical utilities in all new subdivisions, reports the Ottawa Journal.

\* \* \*

Don't forget service stations when you legislate to control auto graveyards, warns the Brockville Recorder and Times. While many zoning by-laws prohibit auto graveyards as such, they frequently overlook the service station operator who allows his yards to "become cluttered up with wrecks of cars and spare parts and old tires" which are "unsightly and unhealthy" and cause devaluation of adjacent properties. The editorial suggests that well-kept premises be a consideration in the renewal of business licences and that a system of centralized dumps well out of sight of highways as proposed by New York state be considered before graveyards are permitted to destroy the character of rural areas. The paper commends the Township of Elizabethtown and the county council (Leeds and Grenville) for legislating to control them.

\* \* \*

The Department of Municipal Affairs' Manitoulin workshop scored high marks for audience participation, reports the Manitoulin Expositor. Staff members from the Department's municipal accounting and finance, municipal organization and administration, and community planning branches met with representatives from Manitoulin municipal councils for the two-day workshop held in Mindemoya, September 21-22. Workshop Chairman Graham Adams, Community Planning Branch, told the Expositor the questions from delegates were "excellent and showed an active interest in the topics".

## ● Urban renewal with mirrors

Urban renewal worked like magic for sightseers to the Department of Municipal Affairs' exhibit at the recent Canadian Lakehead Exhibition. The Department's exhibit, one of many displayed by Ontario Government agencies in the Coliseum building, drew more than its share of people, reports Planning Officer Andrew Morpurgo. He credits this to a combination of eye-catching posters and panels on renewal plus some interesting trick animation.

To find the trick, visitors had to peer into four cabinets shaped like oversized tv sets. What they saw were various models of run-down urban areas blossom suddenly into bright, open and attractively renewed community scenes. The illusion, created by mirrors and switchgear timing equipment, was startling.

Since the booth was unmanned, Mr. Morpurgo was unable to explain to the curious public that, in actual fact, urban renewal was not some kind of pill that would clear up your blight in seconds. He is confident the right purpose was achieved: a better understanding of what can be done to revitalize today's communities when public and private enterprise pull together.



Central Mortgage and Housing Corporation contributed the exhibit's poster series on urban renewal across Canada.

## ● **REPORTS & PUBLICATIONS**

Niagara Region Local Government Review -- This report to the Minister of Municipal Affairs by Commissioner H.B.Mayo details recommendations for a two-tier system of local government comprising a regional Municipality of Metropolitan Niagara and 12 member municipalities -- four cities and eight boroughs. 89 pp. -- Department of Municipal Affairs, 801 Bay St., Toronto 5.

Peel-Halton Local Government Review -- Commissioner Thomas J. Plunkett has proposed that the 17 communities between Hamilton and Toronto become two units, one urban (Mississauga) with a population of 230,000 and one rural with a population of 50,000. Each would have its own council and board of education while other governmental departments would be amalgamated. 123 pp. plus maps and appendices. -- Department of Municipal Affairs, 801 Bay St., Toronto 5.

A New Plan for Toronto sees dramatic changes for the city over the next 15 years that will transform it into the cultural and economic heart of a far-reaching community of 7,000,000 people. Envisaged for this area is a large rapid transit system combined with high-speed rail commuter services reaching 100 miles into the province. Included in the projection is a new university for 5,000 students, a doubling of secondary school capacity and city-wide programs of urban renewal. -- City of Toronto Planning Board, 129 Adelaide St., W., Toronto 1.

## ● **BRIEFLY NOTED**

### **PLANNING AREAS**

Elgin County has joined the move toward large joint planning areas. On August 4 Municipal Affairs Minister J.W.Spooner defined the County of Elgin Planning Area to include the City of St. Thomas and all the local municipalities within the county -- one town, eight villages and seven townships. The county is the designated municipality.

The existing joint planning areas within Elgin County -- the St. Thomas and Suburban Planning Area, the Port Stanley and Suburban Planning Area, and the Aylmer and Malahide Planning Area -- will be dissolved later. Meantime they will continue as subsidiary planning areas.

On the same day the Minister defined the City of St. Thomas as a subsidiary planning area, naming it the St. Thomas Planning Area.

\* \* \*

In other planning organization activity, the Village of Fenelon Falls was defined as a planning area on October 20 to be known as the Fenelon Falls Planning Area.



## PLANNING STAFF

Paul Pirie, director of the Hamilton-Wentworth Area Planning Board for the past six years, has resigned to work with a private engineering firm.

Jeffrey Madden, former planning administrator for North York Planning Board's subdivision operation, has been appointed senior planner with the Central Ontario Joint Planning Board. Prior to North York, he was engaged for several years in subdivision control work with Scarborough Township. Born and educated in England, Mr. Madden worked as a surveyor and mechanical draftsman before entering the planning field.

Otto Langmark is the new planning director for the City of Cornwall. Born in Czechoslovakia, he has an architectural degree from the University of Berlin (1945) and a diploma in town and county planning from Australia's Sydney University (1955). Before coming to Canada, Mr. Langmark was engaged for several years as architect and as planning consultant in Czechoslovakia, Australia and England. Arriving here in late 1965, he worked for several months with the Metropolitan Toronto urban renewal study and later with Project Planning Associates in Winnipeg before coming to Cornwall.

Eli Comay, who resigned September 1 as Commissioner of Planning for the Metropolitan Toronto Planning Board, has entered private practice as a planning consultant with offices at 9 Sultan St., Toronto 5.

## BRANCH STAFF

Rattan Singh has been appointed acting supervisor of the design and drafting section, Research and Special Studies Division. An architectural graduate of India's Dehli Politechnic (1959), Mr. Singh taught architecture and completed an Italian government postgraduate scholarship before joining the Pittsburgh firm of Simonds and Simonds, landscape architects and planners. In 1964 he graduated with an M.Arch. from the Carnegie Institute of Technology. Mr. Singh was engaged in town planning and architecture in Montreal before joining the Branch.

John Canham, who left the Branch in 1965 to travel, has rejoined the official plan section as senior planner for the southwest region. A graduate of the University of Toronto's diploma course in town and regional planning, Mr. Canham had been with the Branch since 1960 and spent a year on loan to the Ontario Municipal Board.

(Miss) Sandra Basch works with the southwestern Ontario regional group of the official plan section. Born in Montreal, she graduated from the University of Toronto in 1965 with a B.A. in sociology. This year she completed the town and regional planning diploma course.

(Miss) Diane Pompilio, who graduated this year from the University of Toronto (B.A. geography) has joined the Branch's subdivision section. Miss Pompilio has been assigned to the southeastern region, Ottawa area. She was born in Toronto.



## 100 PLUS AT SEMINARS

Northeastern District Planning Adviser Drew Thorburn was among guest speakers at three municipal development seminars sponsored by the Department of Economics and Development's Trade and Industry Branch. They were held at Timmins, Cochrane and Englehart September 27-30 and drew more than 100 representatives of municipal councils, planning boards, local industrial committees and chambers of commerce.

The seminars, developed in conjunction with the Northeastern Ontario Regional Development Council, focussed on the importance of long-range resource planning as a basis for community development. Speakers from various government agencies discussed agricultural potential, water management, tourism, the new industrial financing policies of the Ontario Development Corporation, and town and regional planning as a base for community development.

## WERE YOU THERE .....

... when the Community Planning Association of Canada's Ontario Division held its fifth conference on planning problems and progress? More than 200 CPAC members, professional planners, planning board members, and elected and appointed municipal representatives attended the October 6-7 conference to discuss background papers delivered by experts on the topic, "Ontario - A Look Ahead".

Participants were treated to a view of the year 2000 that brought into focus a province where: refined data processing techniques help eliminate waste and improve the accuracy of long-range planning and government decision making; the shorter work week increased man's leisure time and challenges his educational sufficiency to spend that time well; increased automation eliminates more of the menial chores, blurs further the lines between management and labour, and brings self-improvement programs to the job; urban design and government organization are challenged by man's increased mobility. And where many of the questions and problems of today crop up again as society and government engage in the never-ending task of re-examining functions, forms and needs.

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D. F. TAYLOR - DIRECTOR



# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER

1/67 - APRIL

### CENTRAL ONTARIO JOINT PLANNING BOARD : part two step by step to public understanding

This concludes a two-part article on the activities of the six-municipality Central Ontario Joint Planning Board. In the last issue, we learned how ingenuity in office design can make maximum use of space. This issue examines major accomplishments of the 1966 planning program with some comments by planning director Bill McAdams.

Within several months of taking office, two important committees were set up by the planning director to expedite decision making and the gathering of information. The first, an executive committee, was established to deal with those day-to-day matters that must be settled without tying up the planning board's time. Committee activities are reported to the regular board meeting for approval.

"Without this action arm, (says Mr. McAdams) many such matters as choice of site, a board seal, wages, benefits, working conditions, building insurance -- even little details of the planning program itself -- might still be awaiting discussion and decision."

Next came the creation of a technical advisory committee composed of municipal and Public Utilities Commission engineers, rural clerks and local planning board secretaries from the six municipalities.

"This committee has been indispensable in short-cutting the information-gathering process by providing guidance on servicing and industrial waste problems, by up-dating our engineering information and by acting as local liaison for the current Ontario Water Resources Commission study in the area. Later, when the regional official plan approaches draft stage, it will likely be broadened to include a wider range of technical disciplines."



Maps and plans. Although his first actual working document was an Esso map, Director McAdams soon found that six municipalities had done their homework. The Oshawa Regional Planning Association, since dissolved, had produced immensely useful population, land use and engineering studies with maps on zoning, water supply, sewerage facilities, regional drainage areas and land use. Today these hang in the meeting room.

From the Department of Municipal Affairs, the federal Department of National Defence, and the Metropolitan Toronto and Region Transportation Study, he obtained maps on subdivision activity, topography and land use. He has since broken down the 223 sq. mi.-area into 16 planning districts and developed three types of base maps. These are at 2,000 and 800 feet to the inch for the whole area (the latter for detailed local studies) and 200 feet to the inch for the southern, more urbanized part of the planning area. Four of the six municipalities already have approved official plans although Oshawa's has been amended often since 1949. Whitby Township has just had a new proposed official plan produced by a planning consultant that has come to the joint planning board for comment.

"In many ways this is better than starting with an empty slate because of the atmosphere of co-operation that has been established. Yet I think it's important that someday we have a single plan instead of six local plans and one regional. For example, we now have a problem of inconsistency of nomenclature. This means we must modify all local plans so that they use a standard legend based on Municipal Affairs recommendations."



Studying an area map are assistant planner Gerald Cameron, right, and director McAdams. Draftsman Bob Abbott finds what he is looking for in reference library. Publications are available to public.

Quick decisions. The board had to move quickly to develop recommendations covering present development. Mr. McAdams received almost immediate endorsement from the six local governments on a strong subdivision policy that relates all urban residential development to municipal services and municipal regulations such as zoning by-laws and official plans. Every proposed plan of subdivision is to be reported to the joint board, and local planning boards and councils have agreed to consult with the joint board before amending their official plans.



Research. Staff are now deep in the research phase of the planning program and have produced reports on historical background and physical features. The first is designed to acquaint the municipalities and the public with the forces that have shaped their present so they will be better able to look ahead. The physical features report demonstrates how important a knowledge of geology, physiography, topography, drainage and soils is in making planning proposals.

"Little known facts about drainage in the region, for example, are going to have a definite influence on servicing. An anticipated doubling of the population in the planning area will call for hard decisions about where regional roads will go, about what lands should be set aside for agriculture, for recreation, for urban expansion, and these require, among other things, careful soil analyses to locate the best land for farming. Extractive industries play an important part in the area economy. The geological finding that there are 180-foot-thick bedrock limestone deposits in Darlington Township influenced the decision of the St. Mary's cement plant to locate there."

Other research reports are now being prepared on population, parks and recreation, schools, local government, land use, and public utilities and services. The purpose of this work will be to determine all the pertinent influencing factors on development so that, during the synthesis and plan-making stages, sound recommendations can be made about future land use and servicing.

"I suppose I could have lumped all the data into one big volume but my technique has been to explain step-by-step the significance of each phase for public consumption. I want to bring along with me this complicated system of municipal and county government, local boards, authorities and commissions, so that the plans and policies that will eventually be recommended for the area will be based on understanding."

With his good staff, his efficient office facilities and the good will of the municipalities and the public, Planning Director McAdams is confident he is travelling the right road.

## ● REPORTS & PUBLICATIONS

Rehabilitation of Housing in Central Toronto -- A publicly-financed study of owners' attitudes submitted to the City of Toronto Planning Board by Dr. Albert Rose. Realistic and sympathetic, this study deals with the motivations and the ability of home owners in run-down areas to make property improvements and to carry rehabilitation expenses. Some of the factors that influence attitudes of owners -- both resident and non-resident -- towards property renewal are thought-provoking, significant, and contrary to much of the conventional rehabilitation philosophy. The report calls for a system of enabling grants to owner-occupiers to be administered by the implementing organization and suggests the placing of a lien on the property for the amount of the grant which would be recovered on the property's sale. Overall programs could receive gradual grants over a period of years. 122 pp. City of Toronto Planning Board, City Hall, Toronto 1.

Parking Study - City of Niagara Falls -- Retail areas are the main targets of the planning board's attack on the parking problem. Statistics, charts and recommendations. Niagara Falls and Suburban Planning Board, 3565 Lundys Lane, Niagara Falls, Ont.



Three manuals on urban renewal have been produced by the Redevelopment Section of the Community Planning Branch in collaboration with Central Mortgage and Housing Corporation. The manuals are designed for municipal administrators, planning boards and planning consultants in Ontario involved in or considering urban renewal programs:

Urban Renewal Planning Studies Manual -- This manual includes a checklist of the basic planning items to be considered for an official plan containing full urban renewal information for study purposes under section 33 (1) (h) of the National Housing Act. 39 pp.

Urban Renewal Scheme Preparation Manual -- Offers guidelines to professional planning staff and consultants for preparing an urban renewal scheme as provided for in section 22 of The Planning Act and section 23A of the National Housing Act. 52 pp.

Urban Renewal Scheme Implementation Manual -- Deals with the municipal staff's day-to-day procedures in administering an urban renewal scheme through the provisions of section 22 of The Planning Act and section 23b,c, and d of the National Housing Act. Numbered in sections. -- Community Planning Branch, Department of Municipal Affairs, 801 Bay St., Toronto.

Methods of forecasting manpower requirements -- This monograph, by Mr. Ozay Mehmet, describes the techniques available for estimating manpower requirements and points out advantages and shortcomings of each method. The techniques discussed are: (1) the econometric method (2) the productivity method (3) the trend projection method (4) the employer's survey method (5) the method of forecasting specialized manpower requirements (6) the inter-area comparisons method and (7) the elasticity of factor substitution method. The report lists studies and statistics available for Canada and Ontario on different forecasting techniques. 57 pp. plus bibliography indexed by forecasting method. \$2.50 -- Centre for Industrial Relations, University of Toronto, or Research Branch, Ontario Department of Labour, Queen's Park, Toronto.

## ● Goal of Metro study : 11,000 homes

Improving Metropolitan Toronto's inner residential areas and halting blight is the main objective of a 15-year \$228,800,000 program proposed by the Metropolitan Toronto Urban Renewal Study. The report, probably the largest ever undertaken by a Canadian city, disclosed that, while there is no seriously blighted area in metro, the older areas showed evidence of widespread moderate blight. It also pointed to a definite housing shortage for families and individuals of low or moderate income and to overcrowding for 15 percent of families in older areas.

The two-year study covers eight renewal districts (six in the city and two in the suburbs) and 24 renewal or scheme sectors. It proposes acquisition of 7,400 homes and 1,110 industrial and commercial structures for demolition and their replacement by 8,300 housing units and 2,700 rehabilitated residential dwellings. Eight of the renewal sectors would be included in an initial five-year priority program to produce 3,300 new housing units and 900 rehabilitated units at a cost of \$72,000,000.

Significantly, the report emphasizes the spot clearance and rehabilitation approach to urban renewal and recommends that public renewal action be directed to areas where significant private redevelopment activity appears unlikely.



While metro would co-ordinate the program and share the 25 percent municipal cost, the report recommends that the city and boroughs handle their own detailed planning and implement sector schemes under the direction of an urban renewal administrator.

Other recommendations include: the enforcement of housing standards by-laws in all renewal areas; inclusion of the cost of relocation and moving displaced residents and businesses; special loans to certain displaced homeowners with a deferral on payment until replacement property is sold; direct grants or loans to low-income families for property improvement; and provision of urban renewal funds to correct air pollution sources near renewal projects.

The 101-page study, still before planning board, is in limited supply.

## ● HEADLINES

A two-column announcement signed by the planning board chairman in the Kenora Daily Miner and News advised residents that the municipality's proposed official plan had been approved in principle by the planning board and would be reviewed by other boards and committees before being presented to council. The announcement covered the aspects of community development dealt with in the plan and reminded citizens there would be adequate notice of public meetings where they could express their views.

\* \* \*

Civic apathy and public indifference could kill any worthwhile redevelopment arising from Brantford's soon-to-be-published renewal study, warned Hamilton urban renewal director Graham Emslie (Brantford Expositor). Guest speaker at a Board of Trade dinner meeting, Mr. Emslie was referring to a public opinion survey prepared by the Brantford Chamber of Commerce on the city's major problems. Of 2,500 persons receiving the survey, only 400 replied. Mr. Emslie recommended formation of an urban renewal committee representing all sections and interests of the community to help dispel fears, misunderstandings "and downright disinterest that often goes along with urban renewal" and which unchecked, "can cause its downfall". He demonstrated that "very concrete" economic benefits can follow if an urban renewal plan is a good one and properly executed.

\* \* \*

Creation of a satellite town outside Galt (Pop. 33,000) covering an area of more than 450 acres and housing up to 14,000 people has been proposed by J. Roe Realty (Kitchener) Ltd. and is being studied by the Galt and Suburban Planning Board, reports the Galt Evening Reporter. The board is considering the present growth rate, the effect on public services and traffic movement and the suitability of the proposed subdivision to the surrounding area. Most of the land is held by developers. Emphasis is on low-cost single-family dwellings and multiple housing centred around shops, parks, schools, churches, a community centre and stadium. The development would be in 10 stages with approximately 150 houses annually being introduced over a period of 15 years.

\* \* \*

The Town of Lindsay bought newspaper space in the Peterborough Examiner to publicize its urban renewal study and promote citizen participation. The advertisement outlines the problems of adequate housing, the need for renewal action, and explains how the municipality can join with the senior levels of government to conduct a study.



## ● COMING EVENTS

Municipal Affairs Workshops -- The same frank and free discussion that has marked past Municipal Affairs workshops continues to make these two-way exchanges between the Department and local government representatives a success. Three are scheduled for the balance of the year with dates subject to revision. They are:

<u>Workshop</u>	<u>Place</u>	<u>Target date</u>
Northumberland-Durham County	Cobourg	September 20-21
South Algoma District	To be decided	October 18-19
Norfolk	Simcoe	November 8-9

So far this year, workshops have been held representing all line branches of the Department in Wellington County, Parry Sound and Timiskaming. A workshop was also set up at Goderich (Huron County) in mid-March by the Community Planning Branch. Provincial agencies dealing with health, conservation and highways were represented.

## ● BRIEFLY NOTED

### PLANNING AREAS

Six new planning areas have been defined since October 1966 bringing the total at mid-March to 406. They are:

<u>Name</u>	<u>Type</u>	<u>Date defined</u>
Wyoming Planning Area	single independent	November 7, 1966
Smith Planning Area	subsidiary	November 18, 1966
Tri-Town Planning Area	joint	November 24, 1966
Walpole Planning Area	single independent	January 24, 1967
Central Lambton Planning Area	joint	March 17, 1967
Wellesley Planning Area	subsidiary	March 24, 1967

The Smith Planning Area covers the Township of Smith and is a subsidiary within the Peterborough and Suburban Planning Area.

The Tri-Town Planning Area takes in the towns of Cobalt, Haileybury, Latchford, and New Liskeard and the townships of Bucke, Coleman, and Dymond with Dymond the designated municipality.

Accordingly, the Township of Bucke Planning Area and the New Liskeard and Suburban Planning Area have been dissolved, effective December 31, 1966. For the time being, the Cobalt Planning Area will continue as a subsidiary within the Tri-Town Planning Area.

The Walpole Planning Area takes in all the township of Walpole except for that part included within the Hagersville and Suburban Planning Area.

The Central Lambton organization includes the Town of Petrolia, the Village of Oil Springs and the Township of Enniskillen with the town the designated municipality. Formerly Petrolia was a single independent planning area.

With the many changes underway in Waterloo County's planning organization, the Village of Wellesley has been named a subsidiary planning area.



## MINISTER'S ORDERS

Municipal Affairs Minister J.W. Spooner has made an Order designating the townships of Cartwright and Manvers (Northumberland and Durham County) as areas of subdivision control.

The prospect of unplanned land subdivision resulting from large numbers of lots being sold in the area prompted the issuing of the order.

## PLANNING STAFF

Murray Pound, formerly chief planner for Etobicoke Township, has been appointed director of the Hamilton-Wentworth Planning Board. He was with Etobicoke for 10 years. Before coming to Canada, Mr. Pound worked in England with the Derbyshire and Lindsay county councils and was assigned to African duty with the Royal Engineers, Ordnance Survey. Mr. Pound is an associate member of the Town Planning Institute and studied at London's College of Estate Management. He was a field supervisor with the Department of Highways before joining Etobicoke's planning operation.

Malcolm Campbell, former senior planner for Sarnia, has joined the Sarnia firm of George L. Marshall, Ontario Land Surveyor. Prior to coming to Ontario, Mr. Campbell worked with Saskatoon's planning and building department.

## BRANCH STAFF

Jennifer Darrell has joined the official plans section of the Branch on assignment to the west central region. Born in Bermuda, Miss Darrell graduated from Waterloo Lutheran University in 1966 with an honors B.A. in geography. She worked several summers with the Kitchener planning operation.

John Blair has joined the subdivision section's Peel County group. Mr. Blair, who has had planning experience at Southend-on-Sea, County Borough, England, is a 1963 graduate of Durham University, Newcastle-on-Tyne. He has a B.A. honors degree in geography.

Maurice Milburn had ten years' commercial planning experience in England, Australia and Hong Kong before coming to Canada. A graduate of Durham University, he has a B.Sc. in civil engineering (1949) as well as his town planning diploma. He has been assigned to the southeastern Ontario region, subdivision section.

Martin Pope is with the official plans section, southeastern Ontario region. Mr. Pope has a B.A. honors degree in geography from England's Durham University (1965) and an M.A. in town planning from the University College of London. Mr. Pope worked with the Greater London Council before coming to Canada.

## AVAILABLE FROM SARNIA

Planning Consultant Malcolm Campbell of Sarnia writes that the city's official plan and zoning by-law approved by the Ontario Municipal Board in 1966 are available from the planning department, City Hall, at \$2,50 each.

## IT'S THE URBAN RENEWAL SECTION NOW

The Redevelopment Section of the Community Planning Branch has been renamed the Urban Renewal Section. Although the term "redevelopment" as used in The Plan-



ning Act refers to all aspects of urban renewal (including conservation and rehabilitation) the new name is intended to emphasize the comprehensiveness of the federal and provincial renewal programs.

The action is especially timely now that many municipalities are developing programs to protect neighbourhoods through minimum standards of maintenance and occupancy. The first such by-law to be given Ontario Municipal Board approval under section 30a of The Planning Act is now being administered by the City of Sudbury. Others are being drafted or discussed in such municipalities as Kingston, Scarborough, East York, Etobicoke, London, Toronto Township and Eastview.

Maintenance-and-occupancy by-laws require official plan amendments. Although special urban renewal studies are not called for, municipalities that completed NHA-assisted (Part V) studies have found the housing information highly useful in preparing their amendments. (Some municipalities with studies but without official plans have found that the information already developed has satisfied a substantial part of the requirements for an official plan).

The Urban Renewal Section provides an information service on by-law content and administrative procedure. It should be contacted at the outset by any community contemplating a maintenance-and-occupancy by-law or any urban renewal measures. The section has taken on new staff to handle the increased workload and provide better back-up service to the district advisers in Sudbury and Port Arthur.

### **BERLIN ... FORD CITY ... GARDEN ISLAND ?**

With annexations and name changes, many Ontario communities seem to disappear from the map altogether. A bulletin prepared by the Department of Municipal Affairs Library helps you locate former municipalities that no longer appear in the Municipal Directory. This complete, six-page listing contains the name of the former municipality, its present status or new name and the effective date of the action. It does not include the dissolution of only part of a municipality. An appendix of police village dissolutions is included.

### **FOR THOSE WHO SAT AND WAITED ...**

There was no end-of-year Newsletter.

## **DEPARTMENT OF MUNICIPAL AFFAIRS COMMUNITY PLANNING BRANCH**

801 BAY STREET - TORONTO 5



HON. J. W. SPOONER - MINISTER  
W. H. PALMER - DEPUTY MINISTER  
D. F. TAYLOR - DIRECTOR



# MAPS OF ONTARIO

## Available through provincial agencies

AGENCY AND MAP	SCALE	COVERAGE	GENERAL INFORMATION	
<b>DEPARTMENT OF AGRICULTURE</b>				
SOIL MAPS	1" = 1 mile	Most of the counties in southern Ontario, part of northern and northwestern Ontario	Lithographed in colour, usually with a report	
SOIL CAPABILITY MAPS	1 : 250,000	Scattered		
<b>DEPARTMENT OF ENERGY AND RESOURCES MANAGEMENT</b>				
GAS AND OIL WELLS	1" = 8 miles 1" = 1 mile 1" = 1 mile 1" = 1 mile	Gas and oil fields in southwestern Ontario Township 15' quadrants (41° 30' - 43° 15', 79° 00' - 83° 15') Lake St. Clair Lake Erie (7 maps)	White prints, shows general topography	
<b>DEPARTMENT OF HIGHWAYS</b>				
OFFICIAL ROAD MAP	1" = 13 1/2 miles 1" = 28 miles	Province, to James Bay	General topography with emphasis on highways	All in colour and revised annually
MAP OF NORTHERN ONTARIO	1" = 20 miles 1" = 37 miles	North Bay to James Bay Province	Highways, points of interest	
STRIP MAP OF HIGHWAY 401	1" = 8 miles	Highway, immediate vicinity	Mileages between all interchanges, service facilities and vacation regions	
ROADS TO RECREATION	1" = 11 miles	All organized recreation facilities		
COUNTY ROAD MAPS	1" = 1 mile 1" = 4 miles	All counties	White print Lithographed in colour	Show general topography, roads, highways
DISTRICT ROAD MAPS	1" = 2 miles	All districts	White print	lots and concessions
<b>ONTARIO HYDRO ELECTRIC POWER COMMISSION</b>				
PRINCIPAL POWER FACILITIES	4" = 1 mile	Province	Lithographed	
INDIVIDUAL HYDRO CONTRACTS	1" = 1 mile and 300 ft	All locations serviced by Ontario Hydro	White prints	
<b>DEPARTMENT OF LANDS &amp; FORESTS</b>				
TERRITORIAL DISTRICTS SERIES	1" = 8 miles	5 Maps cover Province to 52°	Wall maps, size show territorial boundaries, all population centres	
PROVINCIAL PARKS OF ONTARIO	1" = 32 miles	Province		All in colour
SURFICIAL GEOLOGY	1" = 8 miles	Northern Ontario to 52°		
PROVINCIAL MAP	1" = 20 miles	Province	Geographic Townships Provincial Ridings	
ELECTORAL MAP OF PROVINCE	1" = 8 miles			
ELECTORAL MAP — METRO TORONTO	1" = 6 miles			
ALGONQUIN PARK	1" = 2 miles	Algonquin Park	Canoe routes	
TOPOGRAPHIC SERIES	1" = 2 miles	Restricted coverage Northern Ontario	General topography — uncountoured	
GENERAL TOPOGRAPHY	2" = 1 mile 1" = 1 mile	Province	White prints (uncountoured): 40,000 sq. miles in James Bay Albany River area at 2" = 1 mile; additional 250,000 sq. miles at 4" = 1 mile	
<b>DEPARTMENT OF MINES</b>				
GEOLOGICAL MAPS	1,000' = 1 mile 1" = 1/2 mile 1" = 4 miles Various scales	Restricted to major mine locations Random coverage Systematic coverage Scattered	Geology, claim lines, property boundaries Geology, mine locations, general topography Now in initial stage, geology and topography Miscellaneous geological maps (including geologists' field work) available as white prints	All in colour and attached to report
SURVEYED, UNSURVEYED CLAIMS	1" = 66 miles (approx) 1" = 1/2 mile	Province All land alienated from the Crown	An educational map oriented towards schools, with text, lithographed in colour White prints NOTE: This Department issues a list of publications (Bulletin 25) plus index maps showing maps published - 1975 to 2005 inclusive	
<b>DEPARTMENT OF MUNICIPAL AFFAIRS</b>				
SUBDIVISION APPLICATIONS	1 : 50,000 Southern Ontario	Most of Southern Ontario and major part of Northern Ontario		
MUNICIPAL BOUNDARY CHANGES	1" = 2 miles Northern Ontario	All incorporated municipalities	General topography, are kept up to date, available as white prints	
<b>ONTARIO WATER RESOURCES COMMISSION</b>				
HYDROLOGY	Various scales	Scattered	Lithographed and with a report	

## MAPS OF ONTARIO



### DEPARTMENT OF MUNICIPAL AFFAIRS

*Minister*  
HON. J. W. SPOONER

*Deputy Minister*  
W. H. PALMER

COMMUNITY PLANNING BRANCH  
D. F. TAYLOR, *Director*

May 1967

# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## SPECIAL REPORT

MAY 1967

### PLANNING BOARD QUESTIONNAIRE

#### joint and subsidiary boards are busiest

Single independent planning boards are not as active as their counterparts in subsidiary and joint planning areas. This is the main finding of a questionnaire circulated by the Department of Municipal Affairs which shows that subsidiary and joint boards meet more often, use more special committees, more aerial photography, and spend more on planning than single independent boards.

Of 400 planning boards contacted by the Department, more than 65% (267) responded with 24 of these classified as inactive. For the first time, the questionnaire was geared to data processing equipment to expand and speed facilities for tabulating and evaluating data, discerning trends and making historical comparisons.

Research and Special Studies staff estimate it will take several years to develop a supply of computer-based historical data. Meantime, some broad but interesting patterns can be seen from the results. Among them:

- Special committees are used by almost 25% of the active boards to deal with such matters as zoning, redevelopment and traffic (Table I).
- More than 30% of boards reporting use aerial photography in their planning programs although subsidiary and joint boards use it more.
- Both subsidiary and joint operations cover far greater populations and meet more often than single independent.

TABLE I

ITEMS	TYPE OF BOARD		
	SINGLE	JOINT	SUBSIDIARY
No. of Boards	94	42	108
Average Population	7,077	90,853	32,009
Average No. of Board Members	7	10	8
Meetings (Including Public Meetings)	9	10	14
Percentage of Boards with Special Committees	20	26	26
Percentage of Boards using Aerial Photography	23	31	37



- On the matter of money (Table 2), joint and subsidiary boards have more than single independents. More than 40% of single independent boards reporting had outlays under \$500 compared with only 19% for joint boards and 24% for subsidiary boards. Less than 2% of single independent boards spent more than \$10,000 compared with 17% for joint boards and 18% for subsidiary boards.

TABLE 2

AVERAGE EXPENDITURE	SINGLE INDEP. BOARDS	JOINT BOARDS	SUBSIDIARY BOARDS
Under \$500	30	7	23
\$501 - \$1,000	15	10	19
\$1,001 - \$5,000	22	10	31
\$5,001 - \$10,000	3	3	6
\$10,001 - \$100,000	1	4	13
Over \$100,000	-	2	4
TOTAL NO. REPORTING EXPENDITURE	71	36	96

- There were few significant comparisons to be drawn about the average number of board members. These ranged from 3 for improvement districts to 10 for "Others" -- joint planning areas for example. Meetings were held more regularly in cities than in other areas but board members on the average were paid more in the townships.

TABLE 3

ITEMS	TYPE OF MUNICIPALITY						
	CITY	TOWN	VGE.	TWP.	I.D.	S.T.	OTHER
No. of Boards	22	59	14	98	3	1	47
Average population	89,980	7,976	2,766	14,712	1,781	5,073	85,041
No. of Board Members	9	7	6	8	3	7	10
Meetings in 1965	19	11	7	11	2	7	10
Remuneration of Board	337	259	179	399	0	0	282

- Finally, there seems to be a positive connection (Table 4) between the number of meetings and population size, increasing as population levels rise. The same applies to planning expenditures.

TABLE 4

ITEMS	POPULATION RANGES							
	0 to 1,000	1,001 to 2,000	2,001 to 4,000	4,001 to 8,000	8,001 to 16,000	16,001 to 32,000	32,001 to 64,000	64,001 and over
No. of Boards	14	18	55	62	39	18	17	21
Meetings in 1965	5	6	9	10	13	14	19	20
No. with Special Committees	1	-	5	6	12	11	12	11
Remuneration of Board (\$)	64	133	196	342	377	677	949	2,300
Consultants fee (\$)	17	131	327	4,707	960	2,052	2,229	4,639
Total Expenditure	170	376	680	9,902	2,291	6,454	22,095	105,031



## COMMITTEE OF ADJUSTMENT QUESTIONNAIRE

### population is a measure of activity

If you are a building inspector or zoning administrator in a city of 30,000 or more, chances are you attend 15 to 20 meetings of your committee of adjustment each year. And, not surprisingly, you are the busiest member of a three-man team.

These statistics demonstrate the kind of information derived from an analysis of the questionnaire sent to committees of adjustment on their 1965 operation. As with the planning questionnaires, historical comparisons were not available but much useful computer-based information was obtained.

The response from committees was exceptionally high with 184, or 85%, reporting of the 215 contacted. The results show that 60% of the committees are made up of three members.

TABLE 5

APPLICATIONS TO COMMITTEES OF ADJUSTMENT		
	ZONING	CONSENTS
Total applications	4,238	3,869
Granted unconditionally	64%	38%
Granted conditionally	23%	36%
Refused	13%	26%

Most of the applications (4,238) reviewed by committees of adjustment related to zoning as shown in Table 5. Of these, more than 80% were for variance from a zoning by-law and 10% for extension of buildings with non-conforming uses. Note that the number of applications for consents apply only to the period after May 3, 1965, when planning boards took over their review. These are broken down in Table 6.

TABLE 6

SERVICES	CONSENT APPLICATIONS				
	Residential	Commercial	Industrial	Seasonal	Other
Water and Sewer	42%	41%	67%	5%	28%
Piped water only	20%	6%	8%	81%	3%
No water or sewer	38%	53%	25%	14%	69%

As with planning boards, committees in planning areas with higher populations met more often, handled more applications, and spent more money.

TABLE 7

ITEMS	POPULATION RANGES							
	0	1,001	2,001	4,001	8,001	16,001	32,001	
	to 1,000	to 2,000	to 4,000	to 8,000	to 16,000	to 32,000	to 64,000	Over 64,000
No. of Committees	2	13	26	58	29	19	14	15
Average Population	722	1,711	2,912	5,630	11,323	23,474	45,869	194,133
Meetings in 1965								
1965	3	6	5	8	13	16	18	19
Zoning: applications processed	2	4	1	4	11	17	36	151
Consents: applications processed	4	4	8	9	15	20	30	68
Salaries (\$)	-	100	140	625	301	1486	1,657	9,223
Remuneration of Committee (\$)	42	131	172	814	1,154	441	721	2,375
Total Expenditure	42	309	370	1,413	2,485	2,655	2,992	14,261



Table 8 details committees of adjustment according to municipal organization.

TABLE 8

ITEMS	M U N I C I P A L   T Y P E S				
	CITY	TOWN	VGE.	TWP.	S.T.
No. of Committees_____	32	52	13	76	3
Average population_____	80,293	10,321	3,235	20,727	10,366
Zoning:					
Applications					
processed_____	50	8	4	26	6
Granted uncon-					
ditionally_____	28	6	3	13	5
Granted conditionally	12	2	1	5	-
Consents:					
Applications					
processed_____	24	7	2	34	2
Granted uncon-					
ditionally_____	13	4	1	10	1
Granted conditionally	9	2	1	12	-

**DEPARTMENT OF MUNICIPAL AFFAIRS**  
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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



JANUARY 1968

### THE NEW MINISTER

The Honourable Darcy McKeough was appointed Minister of Municipal Affairs on November 23, 1967. Mr. McKeough joined the Cabinet of Premier Robarts in November of the previous year as Minister without Portfolio. At that time he was also appointed a member of the Treasury Board.

A native of Chatham, Mr. McKeough served two terms with Chatham City Council from 1960 - 1963. During this period he was chairman of the finance committee and was active on many others. He was also a member of the planning board and the Lower Thames Valley Conservation Authority. He has been involved in many civic organizations such as the Chatham Chamber of Commerce and the Chatham-Kent Advisory Board of the Canadian National Institute of the Blind.

In 1963, Mr. McKeough was elected to the Ontario Legislature where he has served on various committees including agriculture, public accounts, education and university affairs, labour, private bills, and legal and municipal bills. He was named member of the Select Committee on Youth in 1964. In 1965 and again in '66 he was a member of the Select Committee on Conservation Authorities. For the third and fourth sessions of the 27th Legislature he was elected chairman of the Public Accounts Committee.

At 34, Mr. McKeough, a graduate of the University of Western Ontario, is the youngest member of the Ontario Cabinet and the sixth member of the McKeough family to hold public office. His predecessor in the municipal affairs portfolio, the Honourable J. W. Spooner, held the post from October 25, 1962.





## ● everyone's a planner in New Dundee

How much can residents of small villages and towns do to map the future of their communities? The people of New Dundee, a tiny unincorporated village of 700 in Waterloo County, are finding out. The work being done there by housewives, breadwinners and professional planners to draw up an official plan will be used as a prototype and base for other villages and towns in the county. Many agencies, including the National Film Board, are watching in the wings.

A year ago, the citizens decided they wanted a stake in the progress taking place in planning-conscious Waterloo County. The village had never experienced rapid growth. Forty percent of the working force commuted to Kitchener. Its physical inventory included a school, four churches, hardware store, two large industries, a creamery and hatchery. Residents wanted more than that -- but in well-measured servings they could afford.

Since they had no council, ratepayers organized a planning committee of six including representatives from the Wilmot Township Council and Planning Board. Several public meetings were held -- with turnouts ranging from 50 to 85 -- where steps for developing a planning program were outlined by planning director Ron Forrest, Waterloo County Area Planning Board.

Co-operation was instant and gratifying. For example:

- ]] Two housewives from New Dundee volunteered to spend a day in the Waterloo County office going over assessment records to gather statistics needed for population projections. The data also proved useful for up-dating a base map for official plan purposes.
- ]] The local women's institute circulated questionnaires to property owners about their families, education, employment and shopping habits. Of 233 questionnaires sent out, a remarkable 231 were returned completed.
- ]] Two women -- part-time historians -- wrote a history of the village.
- ]] A minister prepared a paper on the religious and ethnic background of New Dundee to be included in the statement of development policy.

After this material was appraised, a third public meeting was held where the area planning board presented villagers with a tentative concept of development. The concept envisages New Dundee growing from its present population of 727 to 5,000. It would bring new homes to the village, including multiple family dwellings, as well as more industry, schools, businesses and municipal services. Before proceeding on an official plan, the development proposals are being circulated to residents by the planning committee for their reaction and comments.

The extent of citizen participation isn't the only newsworthy aspect of the experiment. Other Waterloo County towns and villages are following New Dundee's lead. New Hamburg and Maryhill are embarking on similar programs. Ayr intends to revitalize its planning operation and Wellesley was recently defined as a planning area.

Someday the area board expects that all small towns and villages in the County will have official plans fitted into the fabric of an area-wide plan.



## ● let the people know first, says Norfolk County

To our knowledge, Ontario's first public education committee for planning has been set up at Norfolk County. Norfolk, which has been examining the merits of organizing for county-wide planning, intends to mount an education campaign aimed at the man in the street before any official planning organization is decided upon. The program will be drawn up by a county committee of six, including a member of county council to act as liaison.

Several months ago, county council appointed a steering committee to explore and make recommendations about county planning. The committee set up a series of meetings with the Department's Community Planning Branch to discuss planning philosophy and procedures. Although there are a number of planning boards in Norfolk, including the Town of Simcoe, the steering committee concluded it would be premature to make an official decision affecting every municipality in Norfolk before citizens themselves were given an opportunity to learn the facts about county planning.

The new education committee is now examining the media for reaching rate-payers -- public meetings, newspapers, radio, speaker committees -- and has been doing its homework reading literature about planning. It is also checking on the experience and resources of other counties (such as Lincoln and Waterloo which have been active in planning education) and expects to present a program and budget to county council early in 1968.

## ● SPOTLIGHT: northwest

With work underway on official plans, zoning by-laws and urban renewal, Planning Advisor Andrew Morpurgo reports an upsurge of interest and activity in many northwestern Ontario communities. Here is a capsule outline of developments:

Lakehead. The 1964 urban renewal study of the five Lakehead Planning Area municipalities is yielding results. A Port Arthur scheme study has been completed and the city is starting to work on the first downtown renewal project in north-west Ontario. The nearby lakefront will be opened up for parkland. Stores will get adequate parking and streets will be rearranged to improve access to downtown. Twin city Fort William has its own downtown scheme study underway which will be unveiled next year .... In late 1968, the Lakehead Planning Board expects to present its official plan covering the five municipalities in the planning area -- the Town of Elliot, Georgina, Palmour and Shannon townships -- as well as the Township of Oliver and the unorganized townships of Gorham and Near. By that time the planning area will be extended to take in the additional communities .... The Town of Braden is making completion of an official plan and zoning by-law to guide residential and commercial development and update its parks program .... Kenora wound up an urban renewal study and is initiating a scheme study to re-develop parts of its downtown and improve the potential of its lakeshore .... Fort Frances also completed an urban renewal study which recommends a maintenance and occupancy by-law .... Wawa in Michipicoten Township will choose a consultant to prepare an official plan and update its zoning by-law .... The Township of Nipigon has already selected one to revise its official plan .... A federal-provincial land-assembly plan will provide lots early in 1968 for the Township of Londac .... A team of Ontario Government departments is working to complete the first stage of a community expansion project adjacent to Bar Falls in the District



of Kenora. The expansion, made necessary by natural resource development, will make well over 200 fully-serviced lots available for families in the 1967-68 period. The project could eventually accomodate as many as 5,000 people .... The implications of the "Smith" Report will be explored by elected and appointed officials at a municipal affairs seminar to be held at the Quetico Centre near Atikokan February 2 - 5. Staff of the D.M.A. will participate.

## **northern chapter for TPIC**

Planners in the north have organized a Northern Ontario Chapter within the framework of the Town Planning Institute of Canada's Ontario association. Chairman is Planning Director Klemens Dembek of Sudbury. Secretary-Treasurer is A.R. Morpurgo, Department of Municipal Affairs.

## **● HEADLINES**

Kitchener's downtown shopping mall has brought plaudits from merchants and from hundreds of visitors. The mall, opened as a three-month experiment, will now likely become permanent in a few years, writes the Kitchener-Waterloo Record. It increased business for most stores by as much as 10 percent over the previous year.

\* \* \*

In an editorial on year-round cottages, the Woodstock Sentinel Review says more planning is needed to protect cottagers of tomorrow from the urban-style sprawl and congestion that would result from over-development. The editorial claims this type of development "would leave the approaches to most lakes shut off from the public who have neither the means nor the inclination to stay long periods beside a lake but who would dearly love to have some place to go for a few hours or a few days".

\* \* \*

Lincoln County is going to set up a planning department (St. Catharines Standard) that will be responsible for area planning through county council's planning and development committee. Initial work will likely involve preparation of maps, texts and statistical information. In this early stage, says the paper, it will not be necessary to have Lincoln defined as a planning area. "If, however, the county decides to present an official plan or policy statement it will be necessary to have Lincoln defined a planning area under The Planning Act and establish a county planning board."

\* \* \*

The proposed outline of an updated city plan has been endorsed by the Peterborough Planning Board, says the Peterborough Examiner. The outline recommends three sections for the revised official plan: a technical analysis of the city, the same analysis in layman's language, and the plan itself with maps, charts and other necessary reference material.



The first drafts of a proposed official plan and zoning by-law have been completed for Townsend Township (pop. 5,400). Planning Board Chairman W.R. Anderson said one of the prime purposes of the plan and zoning by-law was to protect the taxpayers from unnecessary costs "caused by helter-skelter building of homes which could become a burden". The plan, says the Simcoe Reformer, is designed to keep the township basically agricultural. Residential construction would be confined to the already built-up areas.

\* \* \*

Windsor City Council has launched a full scale campaign to halt further residential development in unserviced areas, reports the Windsor Star. The city has adopted a subdivision policy requiring complete municipal services for any new development. The move resulted from an increasing number of requests from homeowners for street improvements in sections of the city where housing was allowed to develop with only a watermain and septic tank.

## ● BOOKSHELF

The Canadian Economy from the 1940's to the 1970's -- Fourth Annual Review, Economic Council of Canada. The growing national concern over rapid urban growth is manifest in this latest appraisal of the economy. Chapter 7 in particular provides a perceptive report on the problems raised by our burgeoning cities and towns including urban planning, and land use, housing needs, transportation, pollution, recreation and municipal administration and finance. Chapter 8 examines the counterpart problem of the shrinking rural population. \$2.75 281 pp. Queen's Printer, Ottawa, and the Canadian Government Bookshop at 221 Yonge St., Toronto.

Downtown Urban Renewal Scheme - Kitchener -- Action for renewing a 400-acre scheme area covers six phases and presents a strong case for an extensive public information and relations program during the planning and implementation stages. Malls, pedestrian ways, a transportation terminal, technical school, industrial relocation, improved parking, and a redeveloped civic centre are envisaged in the overall scheme which was prepared by planning staff and Project Planning Associates Ltd. 114 pp. plus easy-to-read maps and charts. City of Kitchener Planning Department, City Hall, Kitchener.

Central London Urban Renewal Scheme -- Economic Background Study. Part of the overall scheme study, this report assesses the economic feasibility of proposed new uses for downtown London. It sets out the amount and nature of economic activity and floor space needed to meet CBD (central business district) demand to 1981. In a detailed analysis of the city's financial situation, the report concluded that, even with other projected capital expenditures, London can afford to spend the money. Prepared by Murray V. Jones and Associates and the city planning department. 111 pp. City of London Planning Board, City Hall, London.

Regional and Transportation Planning -- Proceedings of a short course conducted by the Department of Civil Engineering, Queen's University at Kingston. Thirteen experts representing such fields as municipal affairs, conservation, transportation planning, water resources management, and regional economic development present their views on the relationship between regional and transportation planning and the needs and challenges inherent in both. W.H. Palmer, Deputy Minister



for Municipal Affairs, led the presentations with a description of the Prime Minister's statement on regional development policy (Design for Development), the Metropolitan Toronto and Region Transportation Study, recent county planning organizations, and the Department's local government reviews now in progress across the province. C.E. Report No. 55, 103 pp. Queen's University, Kingston.

## ● FILMS

A roundup of some of the better films on planning and related fields:

Townscape Rediscovered -- 16 mm-sound-color. A documentary on the progress of a civic centre improvement in the heart of Victoria B.C. where a once ordinary environment is transformed at reasonable cost into a bright and attractive area for shops, institutions and open space. -- Community Improvement Programme, Centennial Commission, Box 1967, Ottawa.

Suburban Living -- Six Solutions -- 1961 - 59 min. - black and white - sound - 16 mm (2 reels - (1) 26 min. (2) 33 min.) -- National Film Board. Six examples of suburban neighborhood design are Harlow (New Town); Alton Estates (London); Stockholm; Rotterdam; Marseilles and Don Mills, Ont. -- Canadian Film Institute, 1762 Carling Ave., Ottawa.

The Living City -- 1953 - 26 min. - black and white. Based on a Twentieth Century Fund study of the growth of cities and the causes of slums. Several methods of renewal are portrayed in Baltimore, Philadelphia, Chicago, Pittsburgh, Los Angeles. -- \$2.50 rental. -- Canadian Film Institute.

New Course for Halifax -- 1961 - 14 min. - 16 mm - sound - black and white. The city launches a new program for slum clearance, minimum standards, public housing. -- National Film Board, Ottawa.

Town Planning -- Master Plan -- 1958 - 15 min. 16 mm - black and white - sound. (CFI) -- Library, Department of Municipal Affairs.

A City is Born -- Elliot Lake, Ontario. -- 30 min. - 16 mm - sound - color. - Department of Municipal Affairs.

Form Design and the City -- 1961 - 57 min. - 16 mm - sound - color. The role of city planning in the development of Philadelphia. -- Royal Architectural Institute of Canada, 88 Metcalfe St., Ottawa 4, Ontario.

Metropolis -- Creator or Destroyer? -- 16 mm - black and white - seven 30 min. films on the problems and successes of planning for urban development. Series designed as supplement to community discussion groups. Rental approx. \$5.00 a film. -- CFI. (Recommended source book for this series is "Metropolis Values in Conflict". For information, write or phone Metropolis Metropolitan Educational Television Association of Toronto, 84 Queen's Park Crescent, Toronto 5, (925-8682).

No time for Ugliness -- 16 mm - sound - 1965. American Institute of Architects. The not-so-pleasant sights, shapes and sounds of the city and the challenges of modern design. Available on loan from Ontario Association of Architects, 50 Park Rd., Toronto. 921-3109 (Mr. Little).



Megalopolis -- The Urbanized Northeastern Seaboard of the United States -- 1962 - 20 min. - 16 mm - sound - color or black and white (color \$8.00, black and white \$5.50). Professor Gottman's 20th Century Fund study deals with the urbanization of the Atlantic coast from Maine to Virginia. -- Encyclopedia Britannica Films Inc., 202 East 44th St., New York 17, N.Y.

The Norwich Plan - 16 mm - color - 15 min. - no charge. Rehabilitation of Magdalen Street, Norwich, England. Emphasizes the "cosmetic" approach to downtown renewal. -- J.J. Charles, Norwich Union Life Insurance Society, 60 Yonge St., Toronto 1.

On the City -- 16 mm - black and white, six 30 min. NFB films based on Lewis Mumford's book "The City in History" examines the life of cities and the influences that make them what they are. Rental approx. \$5.00 a film. -- CFI.

Traffic in Towns -- 16 mm - color - 15 min. Explores solutions to urban design to offset problems created by the growing traffic jam in Britain and selected European cities. D.M.A. Library.

## **planning staff conference**

### **from backyards to local government reviews**

Problems of standardized land use coding, lot sizes and inter-municipal co-operation provided the focus for discussions when close to 100 municipal planners and Community Planning Branch staff met in Toronto December 6 and 7 for the annual planning staff conference.

#### **Standard land use codes**

Reporting for the Town Planning Institute of Canada, Robert McCabe brought the group up to date on the progress of the TPIC study advisory committee set up to explore a single method of land use classification and coding for the country. Central Mortgage and Housing is providing funds to aid the research. Mr. McCabe described the multiplicity of systems now being used across the nation. He noted that most systems now in use or being studied have evolved by accretion over the years. The study group, says Mr. McCabe, expects real progress in this area in 1968.

Again on land use, Department staff told visitors that a research project providing data and comparisons on how land is being used in communities of various sizes across Ontario has been completed. The report, soon to be published, is intended to serve as a guide to municipalities developing or updating official plans and other municipal programs.

#### **Privacy at the back**

Branch staff asked for the views of the visitors on lot sizes. Although there are present basic standards, the problem of high costs for land and services is leading all agencies in the field of community planning and housing to investigate new accommodations to give families needed services and privacy at prices they can afford. The idea of mixed lot sizes in an integrated subdivision design was raised. This concept, it was agreed, called for controls in both the subdivision plan and zoning by-law. Participants stressed the importance of adequate



private open space for each dwelling unit. It was recommended this space would be better located in the back yard.

The opening and closing of the conference emphasized inter-municipal co-operation in planning and local government. With five counties now involved in county-wide planning and as many more considering the move, the need for advance programs of public information emerged as an important aspect to the success of any planning program.

#### Local government reviews

In the last session of the conference, visitors were given the background on the series of local government reviews now underway across the province. To date, these reviews have been launched in eight areas of the province where measures such as annexations and inter-municipal agreements within the present municipal framework have provided only temporary relief to the pressures of urban overspill and change. The study areas are Ottawa, Eastview, Carleton County (including Cumberland Township); Niagara: Peel-Halton; The Lakehead (Port William, Port Arthur and the townships of Neebing, Shuniah and Paipoonge); Brant (the county and Brantford); Waterloo (the county plus Kitchener, Waterloo and Galt); Muskoka District (4 towns, 3 villages, 18 townships); and Hamilton-Burlington-Wentworth.

Each review, undertaken in co-operation with the municipal councils, consists of a thorough inquiry into every aspect of local government organization and services. Recommendations are based on an analysis of municipal data and the submissions of councils, other local authorities, private organizations and individuals. The review commissions schedule public hearings to air the submissions and make them available to the mass media. A final report is then presented to the Minister of Municipal Affairs.

### ● **renewal officers form national body**

A turnout of about 40 delegates is expected at the February 15-16 meeting in Toronto of the newly formed Association of Renewal Officials. ARO was formed to provide a Canadian vehicle for exchanging knowledge about urban renewal and community development programs across the nation and to improve standards and practices for administering those programs. The new association will serve as a clearing house for reports, by-laws and other information dealing with community maintenance and renewal.

The first meeting of ARO took place in Ottawa in October in conjunction with the International Conference Chapter of the National Association of Housing and Redevelopment Officials. Representatives from 15 municipalities, three provinces, the federal government and several firms of consultants explored code enforcement and urban renewal problems.

The February meeting will see the new association, now operating on an ad hoc basis, elect its first slate of officers and iron out details about financing and type of membership. Members will continue where they left off in October to discuss urban renewal schemes, relocation, rehabilitation, citizen participation, social programs for renewal, and code enforcement. Inquiries about membership in ARO should be directed to Peter Burns, Director of Community Renewal, Room 505, City Hall, Ottawa.



## percentage of urban dwellers rising: OBS

Ontario's cities and towns continue to attract a growing proportion of the total provincial population, according to the 1966 Census. The number of persons living within the boundaries of urban centres with populations of 5,000 and above (including the metropolitan areas of larger cities) was 5,130,500 or 73.7 percent in 1966 compared with 4,404,700 or 70.6 percent in 1961.

DBS Census results for the 1961-66 period also show that Ontario's metropolitan areas are growing at a relatively high rate. Total population of the seven Census Metropolitan Areas for the province rose by 16.5 percent over the 1961-66 period compared with 15 percent for all Census Metropolitan Areas in Canada. Together these seven areas accounted for almost 73 percent of the provincial population gain during the period.

Ontario's population rose from 6,236,00 in 1961 to 6,960,800 in 1966. That's an increase of 724,800 and represents an average growth rate of 2.3 percent per annum compared with slightly under 2 percent for Canada as a whole. The highest numerical increase over the period occurred in the County of York (284,911), followed by the counties of Peel (60,746), Carleton (54,531), Waterloo (39,954) and Wentworth (36,462). Peel County had the highest rate of increase (54.4%), with Halton (31.6%), Ontario (25.7%), Waterloo (22.6%) and York (16.4%) following. The County of Haliburton and the District of Timiskaming declined by 13% to 7,768 and by 7.5% to 47,154, respectively, to exhibit the most notable fall in population during the period.

There are more women than men in Ontario. The female population rose by 12.3% to 3,481,721 and now accounts for fractionally over 50% of the Province's population compared with 49.7% in 1961. The male population increased by only 11% to 3,479,149, representing slightly under 50% of the population as against 50.3% in 1961.

AREA	POPULATION		AS A % OF ONTARIO POPULATION	
	1966	1961	1966	1961
ONTARIO	6,960,870	6,236,092	---	---
MALE	3,479,149	3,134,528	49.9	50.3
FEMALE	3,481,721	3,101,564	50.2	49.7
CENSUS METROPOLITAN AREAS (a)	3,720,452	3,192,988	53.4	51.2
URBAN CENTRES 5000 AND OVER (b)	5,130,541	4,404,759	73.7	70.6



## ● BRIEFLY NOTED

### planning areas

Six planning areas were defined since mid-March 1967 for a new total of 411 (See Newsletter, April'67). They are:

<u>Name</u>	<u>Type</u>	<u>Date</u>
County of Prince Edward Planning Area	Joint	March 30, 1967
Galt Planning Area	Subsidiary (Waterloo County)	April 5
North Dumfries Planning Area	Subsidiary (Waterloo County)	April 5
Port Credit Planning Area	Subsidiary (Metro Toronto)	April 7
Elmvale Planning Area	Subsidiary (Elmvale-Flos)	July 21
Seaforth Planning Area	Single Independent	September 26

The County of Prince Edward Planning Area takes in all the municipalities within the county with the county as the designated municipality. Central Prince Edward, Ameliasburgh, and Township of Hallowell planning areas continue as subsidiaries.

The Galt and Suburban Planning Area, which included the City of Galt and the Township of North Dumfries, was dissolved April 30.

### planning staff

Dennis Barker has been appointed planning commissioner of the City of Toronto Planning Board, succeeding Matthew Lawson who resigned to enter private practice. Mr. Barker had been director of planning at Hartford, Conn., for three years. A graduate of the Birmingham School of Architecture, Mr. Barker completed post-graduate studies at the School of Planning and Research in Regional Development, London, England in 1952. Until 1961 he was assistant regional planning officer for the Southern Rhodesian government then spent a year in Halifax N.S., as senior planner on the Uniacke Square redevelopment.

Robert Bailey has been appointed planning commissioner of the City of Hamilton. Mr. Bailey served the city since 1965 as chief planning assistant for urban renewal and, in 1966, as deputy planning commissioner. A professional engineer, Mr. Bailey completed a post-graduate course in traffic engineering at Yale in 1957, was traffic engineer for the City of Calgary for eight years before joining the consulting engineering firm of Damus and Smith in Toronto. He received his diploma in town and regional planning from the University of Toronto in 1965.



T.R. Priddle has been appointed planning director of the City of Peterborough Planning Board. For the past three years, Mr. Priddle was principal planner with the City of Toronto. In 1963 he completed the four-year course in town and country planning, College of Estate Management, London University. Mr. Priddle worked for ten years in Alberta with the Calgary Regional Planning Commission and, later, with the City of Calgary.

John Dewar is the new planning director of Vaughan Planning Board. Mr. Dewar had been senior planner with the City of Sudbury for several years. In 1960 he graduated from the University of Toronto diploma course in town and regional planning. Mr. Dewar worked with the Community Planning Branch for four years and was the Department's first planning advisor to northeastern Ontario in 1963-64.

Ian Keith, who was planning director of the Township of Markham Board from 1965, has been appointed Deputy Director of the Etobicoke Planning Board. Mr. Keith completed the University of Toronto's town and regional planning course in 1958. He worked for a brief period with the Department of Municipal Affairs and spent seven years with the Metropolitan Toronto Planning Board.

B.J. Laine is now planning director of the Brampton Planning Board. He succeeds B.J. Kenny who resigned to enter private industry. Mr. Laine spent the past eight years as a planner with the National Capital Commission in Ottawa. Prior to that, he worked two years with the Medicine Hat District Planning Commission and two years with the City of Regina. In 1955 he received his masters degree in community and regional planning at the University of British Columbia.

Fred Losee has been appointed planning director of the Galt Planning Board. He succeeds Percy Trendell who retired as head of the recently dissolved Galt and Suburban Planning Board. Mr. Losee was senior planner for Waterloo County for the previous year and has held planning posts in Hamilton, Oakville and on the Hamilton-Wentworth area planning board.

## **branch staff**

New technical and professional staff hired during 1967 include:

Mrs. Anne Beaumont: assigned to the Metropolitan Toronto region of the official plans section. Born in Wales, she graduated from the University College of Wales in 1962, spent a year doing research in geography and another year teaching high school. Mrs. Beaumont had two years' planning experience with Lancashire County Council before coming to Canada.

Andrew Adamson: now works in the official plans section, southeastern region. He graduated in 1965 from Waterloo Lutheran University majoring in geography. Mr. Adamson was assistant city planner in Brantford before coming to the Department. He was born in Hamilton.

Eric Searle: assigned to the southeastern region, official plans section. Born in Cambridge, England, he studied planning at Mid-Essex Technical College and in 1966 received his post-graduate diploma in town planning from Regent Street Polytechnic. Mr. Searle worked as a planner with Cambridgeshire County Council from 1956 to '59 and was senior planner with London Borough and Enfield, Middlesex for several years before coming to Canada.



Kenneth Richards: joined the Branch to work in the Urban Renewal Section. Born in Wales, he received his B.Sc in geography from University College of Wales in 1963 and his diploma in town planning from the Birmingham School of Planning in 1966. Before coming to Canada, he worked with the Shropshire County Council and the Dawley New Town Development Company.

Kama Joshi: joined the staff of the Branch's Extension and Field Services Division. Mr. Joshi received his diploma in architecture from Baroda University, India, in 1954 and his post-graduate diploma in town and county planning from Manchester University in 1964. Mr. Joshi had three years of architectural experience with the Burma Government and five years in England. For another five years he worked as an architect-planner in England, three of these with Greater London Council.

Ray Dickie: with the subdivision section, Grey and Dufferin counties region. Born in Sudbury, he attended the University of Waterloo and the University of British Columbia where he graduated with a Bachelor of Science and Agriculture (1967) majoring in agricultural economics.

John MacDonald: assigned to the subdivision section's northern region. He graduated from the Glasgow School of Art in 1965 with a diploma in town planning. Previous planning and architectural experience included six years with the scottish counties of Renfrew and Dunbarton.

Brian Manning: received his town planning diploma from England's Nottingham College of Art and Design in 1966. He worked for three years with Holland County Council and eight years with Lindsay County before coming to Canada.

The recent appointment of Bruce MacNabb as planning advisor to the southeastern Ontario region marked the extension of the Department's planning advisory service to some 150 municipalities in eight counties. Assisting him is Mrs. Helen Peach (formerly Miss Helen Wilson who several years ago worked in the Branch's official plans and zoning section). They are located in Ottawa. With the departure of Drew Thorburn for postgraduate study in England, the planning advisory service to northeastern Ontario continues with the appointment of Krys Sowa to the Sudbury office.

### **fire destroys Sudbury office**

Northeastern planning advisor Krys Sowa reports that on the weekend of January 19 the Sudbury office was destroyed by fire. Although full details were not available at press time, Mr. Sowa says no one was hurt. The extent of document damage is not yet known.

Until further notice, Mr. Sowa can be reached at the Department of Education, 1349 LaSalle Blvd., Sudbury. Phone 566-3489, Local 50.

**DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH  
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**HON. W. DARCY McKEOUGH - MINISTER  
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D. F. TAYLOR - BRANCH DIRECTOR**



# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



JUNE 1968

### ● Planning Act amendments in effect

Municipalities have been notified that the 10-acre exemption from subdivision control has been repealed in an amendment to section 26 of The Planning Act. The new amendment permits more effective control over the division of land in rural areas. Now, regardless of the size of the parcel to be subdivided, a consent is required in an area of subdivision control.

An addition to the same section rules out the need for a consent being secured for oil-or gas-transmission line easements and rights of way. Municipalities have an opportunity to present their views about the location of such lines to the Ontario Energy Board.

In other amendments, assessment information can now be made available to planning boards and their staff for planning purposes due to the addition of section 6a to the Act. As this information is confidential, the new section provides a penalty for misuse.

The authority of the Minister of Municipal Affairs to make orders under section 27 of The Planning Act has been extended. He may now apply necessary zoning requirements in a municipality where a zoning by-law passed by a municipal council may already be in effect.

Section 32a of the Act has also been amended making it unnecessary for a committee of adjustment member to be a ratepayer or resident of the municipality. This would enable two or more municipalities to have the same people serving as members of their respective committees.

Except for the 10-acre exemption which came into force May 3, all other amendments took effect May 2, 1968.

### ● Inter-agency committee examines Golden Triangle

Waterloo County and the southern part of Wellington County is the focus of a full-scale examination into regional development and transportation by a special committee representing several Ontario government departments, the Midwestern Ontario Development Council, the City of Guelph and the Waterloo County Area Planning Board.



A contract for an economic base study to the year 2000 has been awarded to Canadian Urban Economics Ltd., Toronto. Subsequent studies will examine regional development, transportation, water, sewage, conservation, recreation and community conditions as the basis for an official plan incorporating, among other elements, area transportation policies. Waterloo County planning staff will supervise the examination.

The committee (Regional Planning and Development Committee of the Waterloo-South Wellington Study) was set up to co-ordinate and relate many of the provincial and municipal programs underway in the planning-conscious Golden Triangle. The Ontario Government departments represented include Municipal Affairs and Highways as well as the Treasury Department working in co-operation with MODA. Local planning staff and other agencies involved in the development of the area will likely contribute to the study through a system of sub-committees.

The examination is expected to yield several concepts of development and transportation in the region to the year 2000. The results will be significant for the Waterloo Area Local Government Review now underway.

## ● SPOTLIGHT: northeast

Planning officer Krys Sowa, northeastern Ontario region, reports many municipalities are developing planning programs including urban renewal studies and are exploring with new interest the formation of large planning areas:

Sudbury area municipalities have agreed to form a joint planning board to include some 20 towns and townships. Many of these are already drafting official plans and zoning by-laws. The City of Sudbury's 1968 program includes preparation of a central business district plan incorporating parking, public transportation, traffic and pedestrian circulation, and urban renewal... Sault Ste. Marie council has approved its new official plan. The planning board is now reviewing a zoning by-law which includes an Atlas of quarter-section maps showing streets, lots and plans of subdivision at 100-, 200-, and 400-ft. to the inch for urban areas and part of the hinterlands as a schedule to the by-law... North Bay's planning area has been enlarged to include the former townships of Widdifield and West Ferris. The townships of North Himsforth and East Ferris are in the process of introducing subdivision control... Sturgeon Falls area municipalities are taking steps leading to an urban renewal study and an official plan for the towns of Sturgeon Falls and Cache Bay and the townships of Springer, Caldwell and Field. The latter community, together with a number of unorganized townships, will be included in a new enlarged planning area... The Tri-Town Planning Area has almost completed an official plan and urban renewal study. The Town of New Liskeard is preparing a land assembly plan and negotiations are underway with Ontario Housing Corporation... Parry Sound area municipalities are finishing their proposed official plans and are interested in enlarging the Parry Sound and Suburban Planning Area ... Similar proposals for forming three or four large planning areas are being considered by the area municipalities east of Sault Ste. Marie and up to Sudbury. Echo Bay has already engaged planning consultants to prepare an official plan. The Town of Massey and surrounding municipalities are now considering subdivision control and other planning measures... Timmins is finalizing its new official plan and zoning by-law. The surrounding municipalities of Whitney and Tisdale are preparing an official plan which will serve as the basis for the official plan of the Porcupine Planning Area. The Porcupine planning board now has a full-time secretary who has also been appointed planning director of Timmins... Kapuskasing and Cochrane have discussed preparing official plans for the two towns and surrounding areas. This will make it possible to introduce uniform controls through proper planning administration... The Town of Hearst wants to form a planning area that will include a number of unorganized municipalities. It is now working on a land-use inventory... The Town of Espanola's new official plan has been adopted by council and will be submitted to the Minister of Municipal Affairs for approval.



## ● COMING EVENTS

<u>DATE</u>	<u>CONFERENCE</u>	<u>LOCATION</u>
Aug.11-14	Ontario Municipal Assn. (Annual)	Windsor, Ont.
Sept.30-Oct.4	Canadian Good Roads Assn. (Annual)	Toronto

Georgia Institute of Technology presents two courses on planning this year. Its Urban Planning Institute, July 8-12, offers training in basic planning techniques for a fee of \$300. A one-week short course in Urban Transportation Planning and Analysis, is being presented November 18-22. Registration \$150. For details write the Director, Department of Continuing Education, G.I.T., Atlanta, Georgia 30332.

## ● BOOKSHELF

Lakehead Local Government Review -- Report and recommendations. Amalgamation of Fort William and Port Arthur and creation of a district municipality with regional responsibilities for health, welfare and assessment are among recommendations of this final report to the Minister of Municipal Affairs by Special Commissioner Eric Hardy. 116 pp. Department of Municipal Affairs, 801 Bay St., Toronto.

Central Ontario Joint Planning Board -- 1967 Annual Report. Activities of the joint board technical staff during their second year of operation include completion of population, parks, industrial and school studies as background reports for an area official plan. A working text of a draft official plan was presented to the board in December. 13 pp. C.O.J.P.B., Oshawa Shopping Centre, King St., West, Oshawa.

Planning of Metropolitan Areas and New Towns -- Selected papers from the 1961 meeting of the United Nations Group of Experts on Metropolitan Planning and Development held in Stockholm. The publication, illustrated with some 80 photographs and tables, includes an examination of the economic, social, physical and administrative aspects of metropolitan planning including urban renewal and the control of urbanization. 256 pp. No. 67 IV.5. \$3.50 (U.S.) Sales Section, United Nations, New York, N.Y.

City Planning in Sweden -- This pocket edition includes a compact, well-illustrated treatment of Swedish city planning. Many urban renewal projects and some architectural solutions to suburban satellite development are described and analyzed. The book contains more than 100 master plans, site development plans and illustrations of the achievements of Swedish town planners and designers. 159 pp. \$1.60 The Swedish Institute, Box 3306, Stockholm 3.

The financial problems of big cities and how they can be overcome is dealt with in this study entitled Report on Taxation in the City of Halifax. It examines the particular problems of Halifax that affect the equitable distribution of taxation burdens (as well as the city's growth prospects) and relates these problems to Canada's 20 largest cities. One chapter presents a formula for a more equitable grant structure that may be related to almost any Canadian city. The report points out that standards for local services, land and labor costs, the quality of highways and approaches tend to be relatively higher in cities than in small towns and that blighted areas add significantly to the problems of financing. 225 pp. Institute of Public Affairs, Dalhousie University, Halifax, N.S.

Mobile Home Parks Report -- Waterloo County. Mobile Home parks in Waterloo County should be developed on municipally-owned land and operated by the municipality so that adequate standards can be maintained. They should have the characteristics of good residential neighbourhoods incorporating the same planning principles used for residential subdivision. This report outlines suggested standards for the quality of the mobile home allowed, siting and access, parking, storage, side-yards and services including municipal water supply and sewage disposal. Waterloo County Area Planning Board, 67 King St., W., Kitchener.



## ● public education : what the counties are doing

A public education program on planning has been launched by Huron County's tourism and industry committee. Three public meetings are being held throughout the county in May and June for local councils, planning boards, municipal staff, conservation and industrial agencies, service clubs and the general public. The committee has decided a televised panel show on planning would be an effective way to bring its views into the homes... Norfolk County's education committee on planning has finished a successful series of three bus tours to acquaint municipal councils with planning problems. Radio journalist Velma Trickett, committee press agent, has issued the second in a series of newsletters... Peterborough County launched its public education program on county planning with a municipal seminar on May 25. None of the three counties have been formally organized for planning purposes. DMA staff participated in all recent county education activities.

## ● HEADLINES

Eighteen development organizations, one based as far away as California, have told the Sudbury Urban Renewal Commission they are interested in carrying out various parts of the renewal plans for the Borgia area, says the Globe and Mail in a series of articles on the Sudbury nickel basin. The commission wants to appoint a panel of three experts to judge development proposals and reduce the number of agencies normally involved in approving what competing firms propose.

\* \* \*

The Hamilton and District Labor Council takes community planning and urban renewal seriously, reports the Hamilton Spectator. A bus tour of urban renewal areas and a look at some of the obstacles facing local planners were highlights of the council's April conference at McMaster University. The labor council plans to form a limited-dividend company under NHA legislation to construct a \$3,300,000 housing project for families in the \$5,000 to \$8,000 income group.

\* \* \*

The Port Hope Guide applauded the town (pop. 7,800) for accepting a loss of assessment rather than amend its zoning by-law to permit a fertilizer mixing plant to be built in its light industry zone. "Industrial assessment is important and jobs are important", says the editorial, "but equally important is the quality of life in the community. Proper zoning protects this quality, and it is in the interest of everyone that it be maintained."

\* \* \*

A \$3,000,000 industrial development based on a concept of small service industries, warehousing malls and a serviced 90-lot residential section will be constructed on the fringe of Galt's industrial basin, says the Galt Reporter. The plan of subdivision has the support of council and incorporates landscaping, walks, parking areas and blended architecture. The residential section will accommodate semi-detached and single family homes.

\* \* \*

The proposed multi-million-dollar steel complex announced by Stelco to be built on the border of Haldimand and Norfolk counties "spells boomtime" for the two counties, reports the Simcoe Reformer. A newspaper survey of municipal spokesmen also produced the unanimous assessment that detailed planning on a large scale was needed to encourage orderly, efficient development and preserve recreational and farm land. In another article, Municipal Affairs Minister Darcy McKeough told Haldimand and Norfolk municipal officials he advocated a joint planning operation representing the two counties to deal with the land use consequences of the Stelco project.

\* \* \*



Construction of the first all-weather enclosed regional shopping centre in the metropolitan Hamilton area is well underway at Burlington says the Oakville Daily Journal. The huge mall, visualized in Burlington's official plan, will serve major portions of Halton and Wentworth counties and a population of some 550,000 people. Parking for 3,400 cars is provided on the 65-acre site.

## ● BRIEFLY NOTED

### PLANNING AREAS

Six planning areas were defined since January, 1968. They are:

<u>Name</u>	<u>Type</u>	<u>Date</u>
Town of Whitby	Subsidiary (Central Ontario)	January 1, 1968
North Bay	Single Independent	January 1
Lower Madawaska	Joint	January 8
Burlington	Single Independent	March 1
Goulbourn	Single Independent	March 4
Waters-Whitefish	Joint	March 28

NOTE: Lower Madawaska Planning Area includes the Town of Arnprior, the Village of Braeside and the Township of McNab with Arnprior the designated municipality. Waters-Whitefish covers the composite Township of Drury, Denison and Graham and the Township of Waters -- with Drury, Denison and Graham the designated municipality.

### PLANNING AREAS DISSOLVED

Definition of the above planning areas resulted in the dissolution of some others. With the January amalgamation of the Town and the Township of Whitby, the former township's planning area was dissolved and a new area defined for the enlarged town.

The City of North Bay and the townships of Widdifield and West Ferris were also amalgamated January 1. The four former planning areas there (including North Bay and Suburban) were dissolved.

The Burlington and Suburban Planning Area was dissolved when the town alone was defined as a single independent.

### PLANNING AREAS ALTERED

In addition to the Central Ontario Joint Planning Area, which no longer includes Whitby Township, the Oxford County Planning Area was enlarged to include the Village of Embro. The Lakehead Planning Area has also been enlarged to include the Township of Oliver and the unorganized townships of Gorham and Ware.



## MINISTER'S ORDERS

On January 17, 1968, a zoning order was made affecting lands in the geographic Township of Strathy (Temagami area). Order filed with Ontario Registrar of Regulations on January 29, 1968, as O.Reg. 20/68.

On March 19, 1968, a zoning order was made affecting Registered Plans 480 and 481, Township of Cardiff. Order filed with Ontario Registrar of Regulations on April 4, 1968, as O.Reg. 122/68.

## PLANNING STAFF

Maurice Milburn, former city planner and urban renewal director for Guelph, has been appointed deputy planning director of the Waterloo County Area Planning Board. Born in England, Mr. Milburn received his B.Sc. in engineering and his town planning diploma from Durham University. In 1957 he was chief planning officer with the State of Tasmania, Australia and was a district planning officer for the Hong Kong government from 1962 to 1966 before coming to Canada. Mr. Milburn spent a year with the Community Planning Branch.

John Bain has been appointed planning director of the Sault Ste. Marie Suburban Planning Board, succeeding Jack Hetu who resigned. Mr. Bain had been senior planner since September of 1967. A graduate of Toronto's York University, Mr. Bain worked for several years in the Community Planning Branch's official plans section.

J.F. Bourne is now director of planning and works for North Bay. Mr. Bourne graduated in civil engineering from the University of Toronto in 1958 and earned his town planning diploma there in 1964. He was North York Township's subdivision engineer from 1958 to 1960 when he moved to North Bay as assistant city engineer. In 1964 he became city engineer and planner.

Otto Langmark, planning director of the City of Cornwall since 1966, has resigned. An architect and town planner, Mr. Langmark worked in both fields in Czechoslovakia, Australia and England before coming to Canada in 1965. Mr. Langmark has worked with the Metropolitan Toronto urban renewal study and with Project Planning Associates in Winnipeg.

Robert Lott has been appointed relocation officer for the City of Hamilton. An accountant, Mr. Lott worked for several years in private industry before joining the Metropolitan Toronto Housing Authority in 1961. In 1964 Mr. Lott moved to the Ontario Housing Corporation and in 1965 joined the urban renewal section of the Community Planning Branch where he was engaged mainly in project administration.

## BRANCH STAFF

Mrs. Maria Opoczynski: design section, research and special studies division, graduated from the University of Warsaw in 1952 with a Bachelor's degree in architecture and a Master's in technical science. Mrs. Opoczynski spent six years in Warsaw doing municipal planning and architecture and had four years' architectural experience in Argentina before coming to Canada in 1962. She has done planning and architectural work with a number of Canadian firms including E.G. Faludi and Associates and Procter and Redfern.

Edward Cornies: urban renewal section (southwestern and northwestern Ontario region) has a bachelor's degree in town planning (1967) from the University of Waterloo. Mr. Cornies has worked with the City of Windsor's department of planning and urban renewal.



Gary Wright: official plans section (central region) graduated from the University of Waterloo in 1966 with a general degree in geography and planning. Before joining the Branch, he earned his honors degree in geography last year from Waterloo.

William Broughton: official plans (Metropolitan Toronto area) came to the Department after graduating from Sir George Williams University, Montreal, with a B.A. majoring in geography (1967)

Wilfred Walker: subdivision section (Metropolitan Toronto, Burlington and Oakville). Mr. Walker has a B.A. from the University of Toronto (1949) and is a member of the Professional Engineers of Ontario. His experience includes seven years of land surveying and municipal planning and eight years in the engineering field with the railways. From 1964 to '67 he worked with the consulting firm of Deleuw Cather and Co., Canada Ltd.

## **COMMITTEE ON BUILDING STANDARDS**

On May 28, Municipal Affairs Minister Darcy McKeough announced in the Legislature his intention to establish a committee to study the advisability of having uniform building standards in the Province. Copies of the complete statement are available from this Department.

## **SEMINAR: PETERBOROUGH AND ITS ENVIRONMENT**

A stimulating format and twice the expected registration of students, citizens and municipal representatives made "Peterborough and its Environment", a community development seminar sponsored by Trent University and the City of Peterborough Planning Board, a huge success that will likely be repeated as an annual series.

The March 1-2 seminar brought together as panelists, planning and urban renewal experts from universities, government and private practice for an examination of the forces at work in our society and the changes and methods needed to deal with them effectively. Keynote address was delivered by Dr. W.R. Thompson, Professor of Economics at Wayne State University, Michigan.

## **A.R.O. CHOOSES BURNS FOR PRESIDENT**

At its February conference at Toronto's Westbury Hotel, the newly formed Association of Renewal Officials elected Peter Burns, Ottawa's director of community renewal, as its president. Approximately 60 delegates were brought together from 25 Canadian centres.

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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## SPECIAL REPORT



JULY 1968

### ● PLANNING BOARD QUESTIONNAIRE

A look at the composition of boards  
and how much they spend on planning

In Ontario's cities, businessmen, architects and engineers are the people most likely to be found on planning boards. In rural areas, predictably, it's the farmer who makes up the largest representation. These are some of the findings from last year's planning questionnaire covering 1966 activities.

Of 391 planning areas surveyed, 60 percent replied compared with a 67 percent return for 1965 questionnaires. Considering the number of inactive boards and the areas where boards have yet to be appointed, the sampling is a good one. About 9 percent of the boards reporting were also inactive.

A great deal of information on development activity was processed by electronic data equipment and is now on Branch records. There continues to be more lots being created, more semi-detached and apartment buildings being constructed in joint and subsidiary planning areas than in single independent areas, where most of the dwelling units were single family. Table 1 below shows that most lots were created by means of registered plan of subdivision.

TABLE 1

RESIDENTIAL DEVELOPMENT - LOTS CREATED AND DWELLING UNITS BUILT (1966)						
	Single Independent		Joint		Subsidiary	
	Number	Per Cent	Number	Per Cent	Number	Per Cent
Total new Residential Lots	2,443	100.0	2,954	100.00	12,968	100.00
by: Registered Plan	1,404	57.5	2,531	85.7	10,306	79.5
Reference or Survey Pl	272	11.1	23	0.8	152	1.2
Consent of C of A	512	21.0	337	11.4	1,831	14.1
Consent of Minister	184	7.5	23	0.8	137	1.1
Total new Dwelling Units	4,112	100.0	3,673	100.0	39,176	100.0
by: Single Family	3,018	73.4	2,130	58.0	14,451	39.4
Semi-detached & Group	215	5.2	433	11.8	3,661	9.3
Apartments	879	21.4	1,110	30.2	19,924	50.9



## ● MORE MONEY, MORE EFFORT

By itself, a large planning budget is no proof that a board is doing a good job, but it usually means it is trying hard. In 1966 a total of 195 boards reported spending \$3,500,000 on planning -- up slightly from 1965 when more boards disclosed budget information.

Table 2 below shows a greater number of boards spending above \$10,000 a year than there were in 1965. Yet the number of municipalities (145) who appear to think that a budget of \$5,000 or less is adequate for measuring and meeting planning needs is disturbingly high.

TABLE 2  
DISTRIBUTION OF BOARDS BY EXPENDITURE CATEGORY

EXPENDITURE (\$)	1965		1966	
	No. of Boards	Per Cent	No. of Boards	Per Cent
Under 500	60	29.6	55	28.2
501 - 1,000	44	21.7	29	14.9
1,001 - 5,000	63	31.0	61	31.3
5,001 - 10,000	12	5.9	15	7.7
10,001 - 100,00	18	8.8	26	13.3
Over 100,00	6	3.0	9	4.6
TOTAL NO. OF BOARDS REPORTING EXPENDITURE	203	100.0	195	100.0

Table 3 shows how the money is allocated. For the most part, single independent boards serve relatively smaller populations and used more of their 1966 funds to engage consultants. Joint and subsidiary boards relied heavily on staff.

TABLE 3  
PERCENTAGE DISTRIBUTION OF EXPENDITURE (1966)

EXPENDITURE ITEMS	Per Cent			
	All Boards	Single Independent	Joint	Subsidiary
Remuneration of Board	3.3	10.7	5.1	4.0
Travel and Conferences	1.7	2.7	3.1	1.6
Consultants	9.4	33.8	5.0	12.6
Staff Salaries	66.1	41.4	62.3	70.2
Other	19.5	11.4	24.5	11.6
TOTAL EXPENDITURE	100.0	100.0	100.0	100.0

## ● BUDGETS DON'T TELL ALL

The information in Tables 2 and 3 cannot be taken without some reservations. Different boards have different budgeting and bookkeeping procedures. In many cases, the figure for total expenditures only partially reflects the money spent on planning. Many items of expenditure listed in the questionnaire -- staff, stationery,



office equipment -- fall within the municipal budget itself and are paid for directly by the municipality.

As well, these figures do not show the expenditures that take place in municipalities where planning and capital budgeting are tied together. The additional millions being spent on roads, street and other public works where planning and spending have been systematically projected would be difficult to estimate.

## ● PAYMENT PER MEETING

Of the 189 boards who reported about remuneration, 67 said they did not pay members. But 17 of these reported paying for expenses arising out of planning board activities, such as travelling. The remaining 122 paid some remuneration to their members, usually on a per-meeting rather than an annual basis. Although the average rate of remuneration to the board chairman is slightly higher, in about 80 percent of the returns both chairman and member received the same amount. Joint board members received less per annum since they are also on subsidiary boards.

TABLE 4  
AVERAGE REMUNERATION OF BOARD MEMBERS (\$) 1966

TYPE OF BOARD	METHOD OF PAYMENT			
	Chairman		Member	
	Per Meeting (\$)	Per Annum (\$)	Per Meeting (\$)	Per Annum (\$)
Single				
Independent	10.23	346.43	9.67	314.29
Joint	10.50	42.50	9.20	42.50
Subsidiary	10.93	1482.50	9.43	982.50

## ● OCCUPATION OF MEMBERS

What do planning board members do for a living? As we noted, architects and engineers show a high representation in the cities, farmers in the townships. With such a high percentage showing in the "Others" category, few other trends can be noted from Table 5.

TABLE 5  
OCCUPATIONAL DISTRIBUTION OF MEMBERS (1966)

OCCUPATION	PERCENTAGE DISTRIBUTION OF MEMBERS				
	ALL BOARDS	TYPE OF MUNICIPALITY			
		City	Town	Village	Township
Architects	1.8	11.7	2.2	-	1.7
Builders	3.1	4.5	4.4	11.5	4.4
Businessmen	25.2	15.5	20.6	23.1	18.1
Doctors/Dentists	1.4	2.9	3.9	3.8	1.7
Engineers	5.4	11.7	7.2	3.8	6.4
Farmers	21.9	1.0	1.1	3.8	24.2
Housewives	1.7	3.9	3.9	3.8	2.0
Lawyers	3.4	9.7	5.0	-	2.7
Merchants	6.8	8.7	11.7	15.4	6.8
Real Estate					
Brokers	2.2	9.7	3.3	-	2.4
Salesmen	4.2	2.9	7.2	3.8	8.5
Teachers	3.2	1.0	9.4	7.7	4.4
Others	19.7	16.5	20.00	23.1	16.7



## ● IN OTHER STATISTICS

- More than half the board members have served less than three years.
- 12 boards reported using aerial photography for the first time in 1966 bringing the total to 76.
- Salary scales for professional staff in various parts of the province during 1966 were also tabulated. The results, which vary too widely for interpretation, are available from Department records.

## ● COMMITTEE OF ADJUSTMENT QUESTIONNAIRE

Decisions, decisions, as applications increase

Committees of adjustment handled more applications for consent in 1966 than applications dealing with zoning by-laws. The same kind of people as are found on planning boards are more apt to volunteer their services for committee work. Most members had less than three years' service.

The tables below were electronically computed from questionnaires filled out by 179 committees of adjustment on their 1966 operations -- representing 76 per cent of the committees contacted by the Department.

## ● NO BASIC SHIFTS

Table 6 shows that 81 percent of all zoning applications dealt with variances from zoning by-laws, approximately the same as in 1965. A comparison of the two years reveals no significant change in the proportion of applications covering selected aspects of zoning.

TABLE 6

### APPLICATIONS TO COMMITTEE OF ADJUSTMENT : ZONING

TYPE OF APPLICATION	TOTAL APPLICATIONS			
	1965		1966	
	Number	Percent	Number	Percent
Variance from zoning by-law provision	3419	80.4	3,644	81.0
Extension of non-conforming use	427	10.0	412	9.2
Change of a non-conforming use	164	3.9	155	3.4
Extension into adjoining area	60	1.4	70	1.6
Authorization of use where by-law is general	132	3.1	216	4.8

Table 7 compares consent applications for 1965 and 1966. Although the 1965 data is incomplete (consents were not transferred to committees of adjustment until May 3, 1965) there appears to be no basic shifts in the percentages of proposed uses.

TABLE 7

### CONSENTS

PROPOSED USE	TOTAL APPLICATIONS			
	1965*		1966	
	Number	Percent	Number	Percent
Residential	2,253	69.8	3,843	74.2
Commercial	308	9.5	300	5.8
Industrial	312	9.7	344	6.6
Seasonal	118	3.7	79	1.5
Other	325	7.3	615	11.9



A breakdown of the number of new lots created by consent of committees of adjustment indicates the overwhelming purpose to be residential -- 3,303 lots. Other lots: commercial, 182; industrial, 238; other uses, 188; not specified, 173.

## ● HOW APPLICATIONS WERE DEALT WITH

Results of decisions on all applications to committees in 1965 and 1966 are shown in Table 8. The category dealing with applications withdrawn was not used in the 1965 questionnaire.

TABLE 8  
APPLICATION DECISIONS

STATUS OF APPLICATION	PER CENT OF TOTAL APPLICATIONS			
	ZONING		CONSENTS	
	1965	1966	1965	1966
Granted Unconditionally	63.6	56.1	37.5	47.3
Granted Conditionally	23.4	27.5	36.1	43.5
Refused	13.0	13.3	26.4	6.6
Withdrawn*	-	3.1	-	2.6

## ● SERVICED OR UNSERVICED

The extent to which services were available for the various uses is shown in Table 9. Perhaps the most interesting feature in this breakdown is the unusually high percentage of proposed seasonal dwellings (77.2 percent) where no services were to be provided.

TABLE 9  
SERVICES AVAILABLE

PROPOSED USE	PER CENT OF ALL APPLICATIONS					
	Water and Sanitary Sewer		Piped Water Only		No Water or Sanitary Sewer	
	1965	1966	1965	1966	1965	1966
Residential	42.0	42.4	19.8	16.9	38.2	40.7
Commercial	41.2	50.7	5.5	15.3	53.3	34.0
Industrial	67.0	74.1	8.0	8.7	25.0	17.2
Seasonal	5.1	-	80.5	22.8	14.4	77.2
Other	28.5	31.9	3.0	14.3	68.5	53.8

## ● BUDGETS : MOSTLY FOR SALARIES

Table 10 shows how expenditures were distributed in 1966. While these expenses were not broken down in terms of populations served, results of the previous year revealed that committees in planning areas with higher populations met more often, were busier, and spent more money.



TABLE 10  
EXPENDITURE BY COMMITTEES OF ADJUSTMENT (1966)

APPLICATION	EXPENDITURE	
	Amount (\$'000)	Per Cent
Stationery, office supplies, adv. and printing	45	9.2
Remuneration of Committee	106	21.5
Staff Salaries	272	55.3
Other	69	14.0
TOTAL	492	100.0

## ● PAYING THE MEMBERS

Of the 179 committees reporting, 21 did not answer the questions on remuneration. Sixteen committees (10 percent) did not pay their members although two reported paying expenses. Table 11 shows how the remaining 142 committees paid their members. As with planning boards, although the average payment to the chairman was higher, 85 percent of committees paid the same remuneration to chairman and committee members.

TABLE 11  
AVERAGE REMUNERATION OF MEMBERS

STATUS	METHOD OF PAYMENT	
	Per Meeting (\$)	Per Annum (\$)
Chairman	12.26	614.00
Member	11.47	513.00

## ● WHAT THEY DO FOR A LIVING

There were few surprises in this tabulation except, perhaps, for the high percentage of people ("others") who did not fall within the listed occupations. It is interesting to note that for both planning boards and committees of adjustment, doctors, dentists and housewives are least likely to be sitting in on meetings.

TABLE 12  
OCCUPATIONAL DISTRIBUTION OF COMMITTEE MEMBERS (1966)

OCCUPATION	PERCENTAGE DISTRIBUTION OF MEMBERS				
	ALL COMMITTEES	TYPE OF MUNICIPALITY			
		City	Town	Village	Township
Architects	2.9	5.7	2.7	5.3	1.7
Builders	3.6	8.1	2.7	2.6	2.4
Businessmen	24.0	25.8	31.3	26.3	17.9
Doctors/Dentists	1.4	2.4	1.7	5.3	-
Engineers	6.5	6.5	8.2	13.2	4.5
Farmers	18.2	-	3.3	2.6	38.1
Housewives	0.5	-	0.5	-	0.7
Lawyers	4.9	12.1	4.5	-	3.1
Merchants	5.0	4.0	10.4	2.6	2.7
Real Estate Brokers	2.5	3.2	2.7	-	2.4
Salesmen	3.7	4.8	4.5	7.9	2.1
Teachers	2.8	2.4	5.5	-	1.7
Others	24.0	25.0	22.0	34.2	22.7



● **ORGANIZATION CHART ATTACHED**

Attached to this copy of the Newsletter is an organization chart of the Community Planning Branch and several maps showing the administrative divisions within four Branch sections. You will want to keep this chart handy when contacting Branch staff. Each map gives you the name and phone number of the staff member responsible for your area.

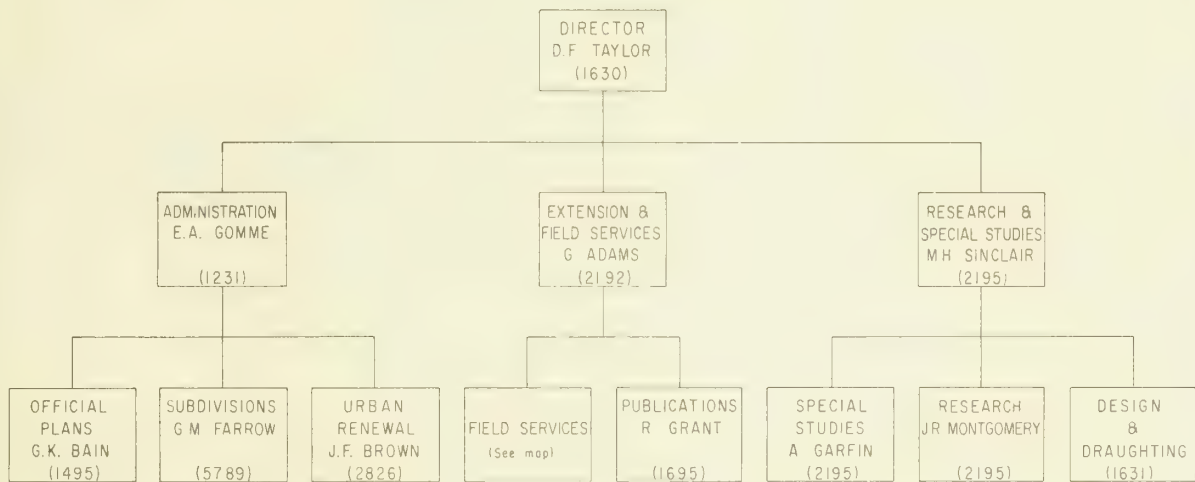
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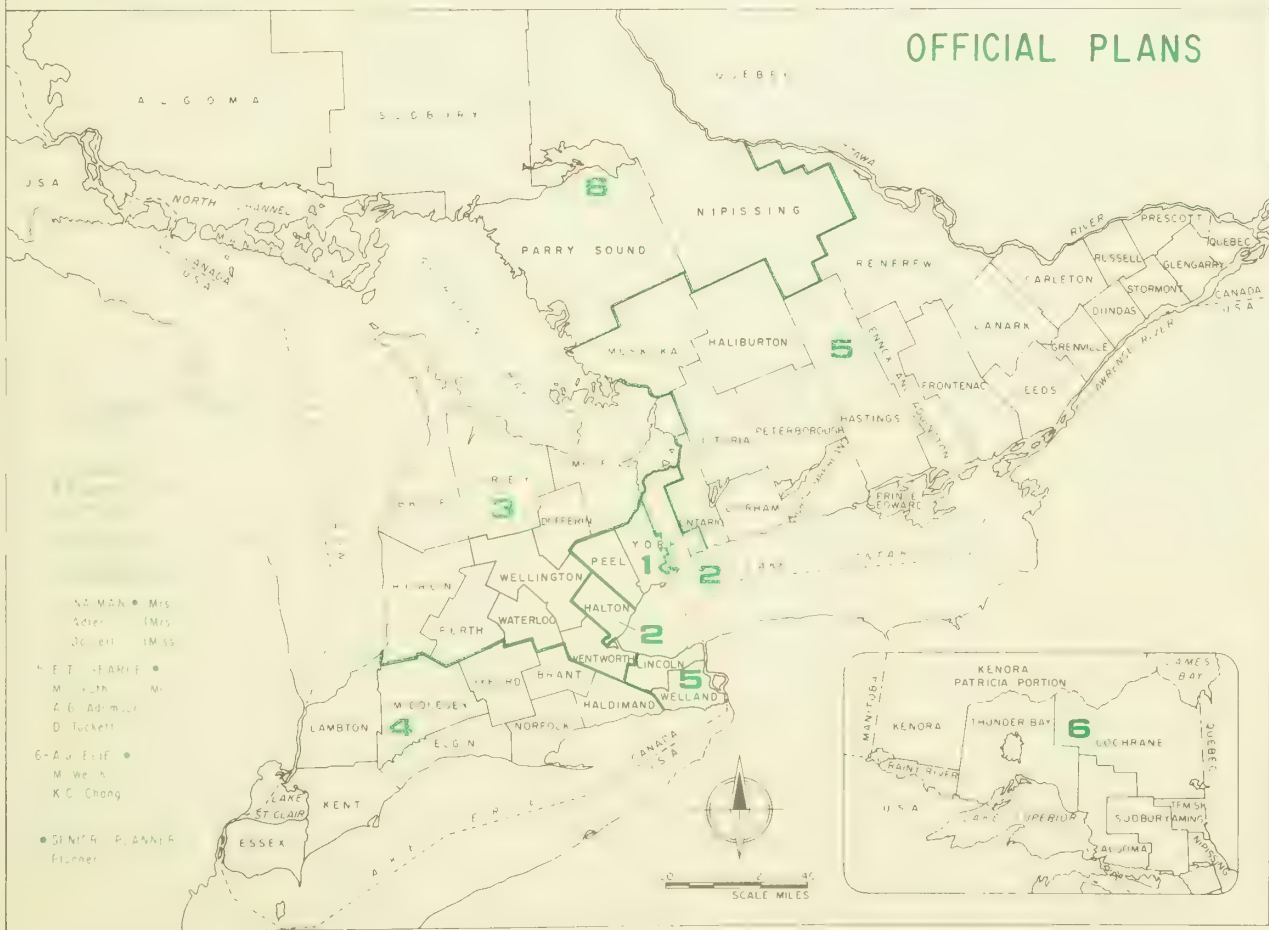
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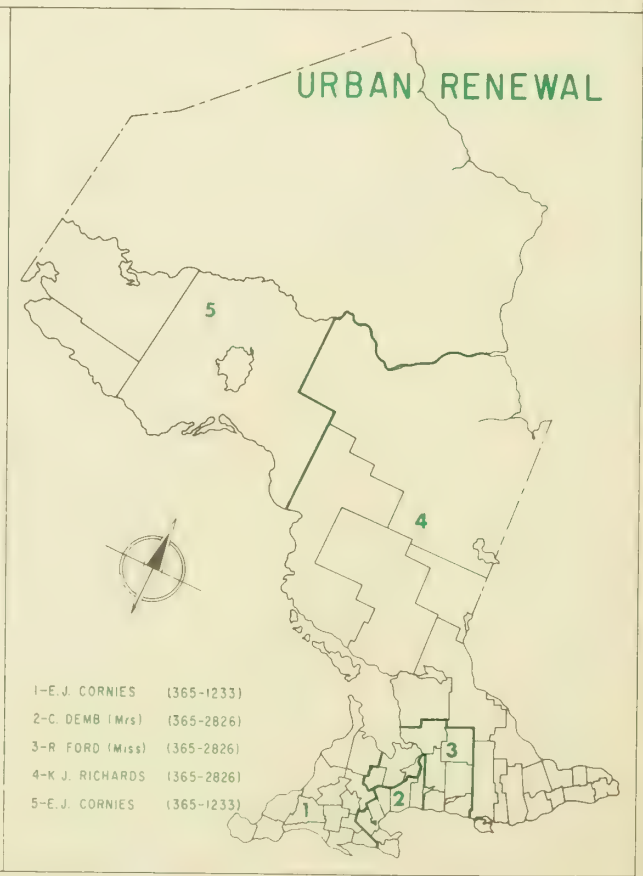
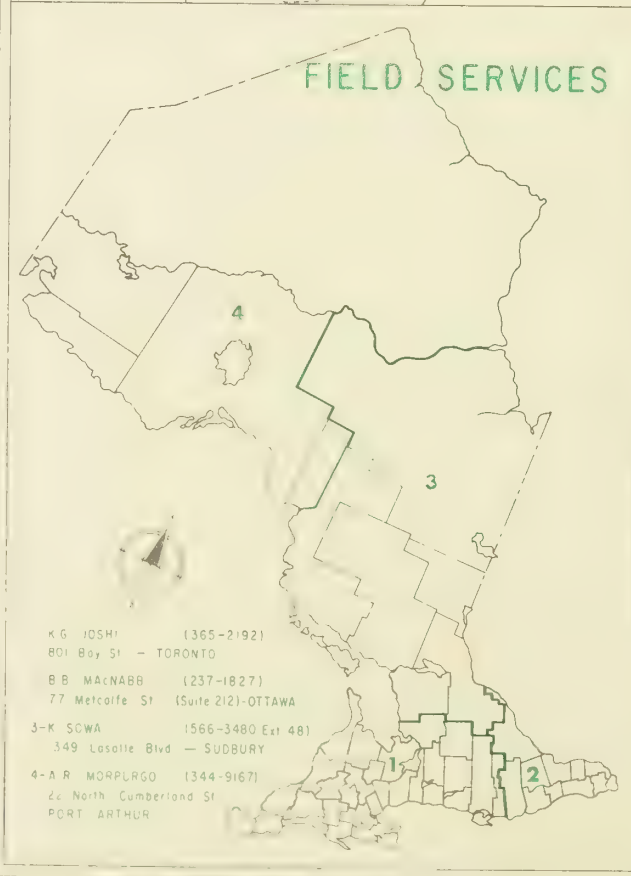
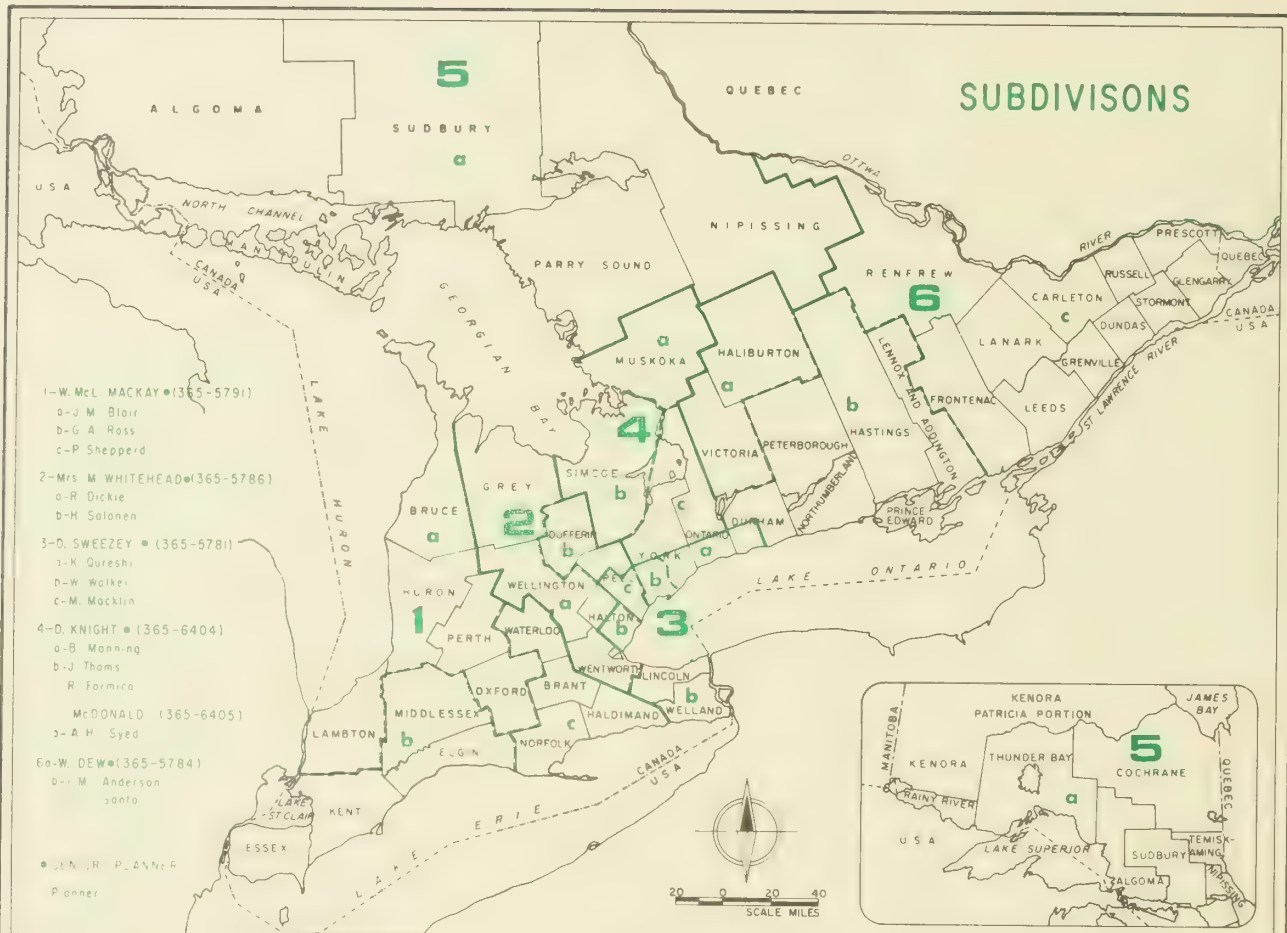
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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



AUGUST 1969

### REGIONAL GOVERNMENT STUDIES: a progress report

Norfolk Haldimand -- Impending heavy industrial development prompted this study which emphasizes close municipal and inter-governmental co-operation in preparing a development plan for the area. Mr. Nigel Richardson officially began work March 17, 1969 as head of the local government review and planning study. Mr. Richardson is a professional planner with 15 years' experience in Canada and Britain.

Local offices for the study are being established in Simcoe and in Cayuga and an assistant to Mr. Richardson will be located in these field offices on a full-time basis. A Newsletter will be distributed to help keep local people informed about progress and development of the study.

Ottawa-Carleton -- On January 1, 1969, the entire 1,100 square miles of Carleton County, including the cities of Ottawa and Vanier and part of Russell County became the province's first regional government. For the first time in Ontario a municipality must, by law, have a planner and prepare an official plan within a specific time period. The regional council is the planning board.

Niagara -- A two-tiered regional government for Lincoln and Welland Counties comes into effect January 1, 1970. The Act provides for the adoption of an official plan by a specified time and also provides that the regional council and each of the local councils shall be the planning board.

Northern Ontario -- A special committee was set up last September by Premier Robarts to study the particular local government reforms needed in the less densely populated north. The report is now being written and takes into account these two areas:

Sudbury -- The Nickel Basin Planning Study was completed by the province in conjunction with the Nickel Basin Planning Board in 1967. A complementary report on local government by J.A. Kennedy, Chairman of the Ontario Municipal Board, should be ready before the end of the year.

Lakehead -- Amalgamation of Fort William, Port Arthur and parts of the townships of Neebing and Shuniah to form the new northern City of Thunder Bay takes place January 1, 1970.



District of Muskoka -- The report for regional government has been finished under the direction of Mr. Donald Paterson, M.T.P.I.C. The report was released on July 10, 1969 and evaluation of the report by local municipalities and the Province will commence immediately.

Kitchener-Waterloo -- The local government study (the Fyfe Report) is expected shortly. In the meantime, a major examination of regional development and transportation is underway in Waterloo County and the southern part of Wellington County. The inter-agency committee established to carry out this study includes several Ontario government departments, the Midwestern Ontario Development Council, the City of Guelph and the Waterloo County Area Planning Board.

Hamilton-Wentworth -- Public hearings have just finished and the final report is expected in the fall.

Halton-Peel -- A local government review (the Plunkett Report) was completed in 1966 based on the concept of a rural-urban separation. The concept was not entirely agreed with by the government. Consequently, proposals for regional government in the counties of Halton and Peel, plus a small part of southern Dufferin County, were made by the Minister of Municipal Affairs late in January. Local study and consultation continue.

York County -- Discussions with local municipal councils and the county are now underway by means of an inter-municipal committee. The Minister of Municipal Affairs outlined basic regional government policy in a meeting with the municipalities on April 1, 1969.

Ontario-Durham -- This study covers Ontario County and the western portion of Durham County. It is an outgrowth of a research program initially undertaken by the Central Ontario Joint Planning Board as a basis for an official plan of the planning area.

The enlarged study will examine local government structure in the study area in conjunction with planning data and organization.

## ● ICURR -- a new information exchange service for governments

A proposal raised at the 1966 Federal-Provincial Conference on Housing and Urban Development has resulted in the formation of a new information exchange service. The new agency is called the Intergovernmental Committee on Urban and Regional Research and it is financed by all Provinces, Territories and the Federal Government.

ICURR will function as a communications mechanism between all governmental agencies involved in urban and regional research.

Mr. Emrik Suiches, who has degrees in economics and geography and eight years experience as a planner with CMHC and Acres Limited, has been appointed Executive Director of the committee's secretariat.

The secretariat is now preparing a feasibility report on the specific type and function of the organization needed to facilitate information exchange. The report will be presented to the committee in September.

The secretariat is located in the Ontario Department of Municipal Affairs offices, 801 Bay Street, Toronto 5.



## ● Study reveals many vacant lots in rural areas

One of the factors which must be taken into consideration when making recommendations about either a proposed plan of subdivision or about severances, is the number of vacant properties already available for building purposes. How many are there? What would be the effect if they were to be developed, within a short period, on school accommodation needs and other municipal services? Is the proposed addition justified until more of the lots already available are built upon?

With the view of determining the characteristics of the supply of vacant lots a study of 20 rural townships in the Toronto region was undertaken by Branch staff.

Contrary to popular belief, the study found a substantial number of lots available. In the rural townships more than 9,000 lots comprising almost 60,000 acres are vacant.

The study, which will be available to the municipalities examined, was concerned not only with numbers but also the characteristics of the lots size, density, level of public services available, etc.

One of the most disturbing features found was the large number of very small lots (some only 30 by 50 feet) which had been created prior to subdivision control.

Many other interesting facts were uncovered which should be of substantial value to these municipalities in the preparation or modification of their planning policies.

## ● Province to study need for new northern townsite

The Administrative Subcommittee on Townsites, an interdepartmental committee that includes the Department of Municipal Affairs, is to study the need for a new townsite near Shebandowan in the District of Thunder Bay.

The International Nickel Co., has begun development of a nickel mine and expects to employ 500 by 1971.

The Subcommittee is being assisted in its studies by the engineering and planning consultant firm of Reid, Crowther and Partners Ltd. The consultant team is under the direction of David Henderson, M.T.P.I.C.

## ● GO Study : Ontario Government authorizes commuter rail impact study

A three year, \$150,000 study of GO Transit has been authorized by the Government. The study, by the University of Waterloo's Planning and Resources Institute, will investigate the impact of a commuter rail service on land uses and activity patterns of residents, business and industry.

The study will be under the direction of Professor L.O. Gertler, Director of the School of Urban and Regional Planning. Professor Gertler had previously acted as a consultant to the government in the preparation of the volume of the MTARTS Study entitled "Choices for a Growing Region".

The research project is to commence this summer. In addition to providing an understanding of the impact of commuter lines, it should help local planning authorities substantially in determining appropriate land use relationships around commuter stations.



## ● HEADLINES

Vanier City (formerly Eastview) now has a minimum housing standards by-law covering everything from backyards to bathroom facilities, reports the Ottawa Journal. The city has a building by-law says the paper, but its terms cover only the structure while the new minimum standards by-law is needed to deal with living conditions. City council considers the new by-law as essential in preventing sections of the city from becoming "blight and slum areas".

DMA Ed. Note: The two by-laws are complementary as building by-laws set initial standards for buildings whereas maintenance and occupancy by-laws provide for the means to maintain those standards within reasonable limits as well as setting standards for building items not within the scope of a building by-law.

\* \* \*

Commenting on reports from "outsiders" about high township taxes, Ameliasburgh Township Clerk William Nightingale had this to say: "The way people continue to flock here to buy land tells me they can't believe those stories. It rather reflects that there's a preference for property protected by an official plan and zoning", says the Belleville Intelligencer.

\* \* \*

The Brantford Expositor reports that Woodhouse Township council has given approval in principle to an official plan and zoning by-law which is expected to come into force this summer, replacing a holding by-law on development. The move to establish comprehensive land use policies got underway as the Steel Co., of Canada assembled a 6,600-acre plant site and industrial park straddling the Woodhouse-Walpole Township boundary along Lake Erie.

\* \* \*

An editorial in the North Bay Nugget notes it is "refreshing" that North Bay in its "continual quest for industry is not neglecting plans for green spots to relieve the monotony of concrete and asphalt in our city". The editorial adds that "proper planning for parks and green spots, recreation areas for both active and passive forms of relaxation, and similar types of facilities are of the utmost importance".

## ● BOOKSHELF: Available from ASPO

Among the latest Planning Advisory Service reports released for sale to non-ASPO subscribers are:

Apartment densities for medium-sized cities (no. 166) summarizes zoning by-law provisions regulating apartment densities in several U.S. cities. A supplement to Planning for apartments (no. 139) which deals with the largest cities in the U.S. \$2.50 (\$2 to PAS subscribers) 4 pp.

Deep lot development (no. 172) examines modified zoning and subdivision by-laws and alternative approaches to surmounting the problem of deep lots. Includes appendix of zoning amendments. \$5 (\$3 to subscribers) 24 pp.



Usable open space (no. 173) describes zoning by-laws used or considered by several cities that incorporate open space provisions. Report discusses the need for private open space directly accessible to each dwelling unit on the lot and ways in which the usable open space provision meets this need. \$2.50 (\$2 to subscribers) 12 pp.

Special zoning districts for open space (no. 176) is a tabular survey of several types of special zoning districts used to preserve public and private open space use including conservation, forest-recreation, and open-space districts. \$2.50 (\$2 to subscribers) 7 pp.

Highway-oriented and urban arterial commercial areas (no. 177) examines studies that clarify the role of highway-oriented establishments within the business community pattern and suggests land-use policies. \$5 (\$3 to subscribers) 24 pp.

University zoning districts (no. 178) discusses the use of this special educational district with examples of the provisions of four cities. \$2.50 (\$2 to subscribers) 8 pp.

Planning for campus parking (no. 179) presents some of the factors involved here such as availability and location of student housing, adequacy of mass transportation facilities, policies on use of vehicles, and on-street parking in the immediate vicinity. \$2.50 (\$2 to subscribers) 8 pp.

CBD zoning controls in selected cities (no. 180) tabularizes the central business zoning controls in 15 major cities and summarizes requirements for floor area ratio, setback, height, lot coverage, yards, lot dimensions, open and closed court regulations, and off-street parking and loading. \$2.50 (\$2 to subscribers) 16 pp.

-- American Society of Planning Officials, 1313 E. 10th St., Chicago, Ill. 60637

Our Working World - Cities at Work -- L. Senesh, Purdue University. Although American-oriented, this book is an excellent introduction to the city and to planning for elementary school children. Divided into 18 lessons, including why cities must plan, it refers to many world cities to illustrate the importance of transportation, water supply and pollution control. \$4.36 287 pp. Science Research Associates (Canada) Ltd., 44 Prince Andrew Place, Don Mills, Ont.

The Pollution Reader -- A. De Vos, P.L. Silveston, W.R. Drynan, University of Waterloo and N. Pearson. A collection of 21 articles based on the 1966 conference on "Pollution and Our Environment" held in Montreal under the auspices of the Canadian Council of Resource Ministers. The book, which has been used for a number of university courses, provides a sophisticated examination of the Canadian pollution situation that is understandable to the layman. Included are an extensive glossary of terms and a bibliography. \$3.50 (paper) \$5.95 (Cloth) 264 pp. Harvest House, 1364 Greene Ave., Montreal 6, P.Q.

Soil Surveys and Land Use Planning -- The importance of soil surveys has too often been downgraded as a factor in planning urban development. This collection of 19 articles, co-sponsored by the American Society of Planning Officials gives such studies the prominence they deserve by demonstrating their usefulness and wide application. \$2. 196 pp. Soil Science Society of America and American Society of Agronomy, 677 South Segoe Road, Madison, Wisconsin, 53711, U.S.A.

DMA Ed.Note: Copies of "Planning Surveys", prepared by Community Planning Branch, and which emphasizes the importance of soil analysis in planning are also available without charge.

Planning the Canadian Environment -- L.O. Gertler, Director, School of Urban and Regional Planning, University of Waterloo. The philosophies, methods and evolution of planning in Canada are discussed in 20 articles selected from the first five years (to 1965) of Plan Canada, journal of the Town Planning Institute of Canada by the editor of that period. Topics include the aims of planning, colonial settlements, recreation, land speculation, regional planning as well as articles on Kitimat, Prince Rupert and Flemington Park. \$10.31 11 pp. Harvest House Ltd., 1364 Greene Ave., Montreal 6, P.Q.



Urban Studies: A Canadian Perspective -- N.H. Lithwick and G. Paquet, Carleton University. An excellent volume of social science investigation of the city with a Canadian viewpoint. The discussions deal with the nature and functioning of cities and the urbanization process itself. The book presents a sampling of the newer approaches for coping with the urban phenomenon by various relevant disciplines including planning; also included are some comprehensive surveys of previous literature and bibliography. \$2.50 (paper) \$4.95 (cloth) 290 pp. Methuen Publications, 145 Adelaide St., West, Toronto 1, Ont.

Private Redevelopment of the Central City -- Spatial Processes of Structural Change in the City of Toronto. L.S. Bourne, University of Toronto. This book examines the great body of private new construction and modifications which generally account for at least 90 percent of all renewal in an urban environment. After examining the process in general, the author uses Toronto for a specific study and analysis. \$4 (by series subscription \$3 ) 199 pp. Research Paper No. 112 Department of Geography, University of Chicago.

Urban Land Use in Ontario -- Using data from official plans and other local reports, this technical publication is both an analysis and a comparison of urban land use in 52 Ontario municipalities. It tests and confirms the hypothesis that the quantities and population densities of land in residential, commercial and industrial uses are closely related to urban population ranges. The booklet is a useful comparative tool for planners preparing official plans and estimating future land requirements. \$2.32 pp. Community Planning Branch, Department of Municipal Affairs, 801 Bay St., Toronto 5, Ont.

Network Diagrams and the Official Plan -- R.W. McCabe, under a research grant from the Community Planning Branch. This booklet is a useful guide to new management techniques for urban and regional planning. It details methods for scheduling the multiplicity of jobs in a project to meet a target date at minimum cost and for demonstrating which jobs are critical in their effect on total project time. Specific examples are also shown of the preparation of actual Ontario official plans and renewal programs. The methods outlined are Periodic Evaluation and Review Technique (PERT) and the Critical Path Method (CPM). \$5.72 pp. Community Planning Branch, Department of Municipal Affairs, 801 Bay St., Toronto 5, Ont.

The Three R's of Citizen Participation -- A guide to Municipal Urban Renewal Administrators. The three "R's" discussed in this pamphlet are recognition, representation and responsibility: recognition by municipalities of the importance of citizen participation in urban renewal programs, adequate representation of citizens on area committees, and a mutual sense of responsibility on the part of both municipal officials and citizens affected by renewal programs. The guidelines were prepared as a result of the recent provincial government policy that satisfactory citizen participation was a prerequisite to financial assistance from the province for municipal urban renewal schemes. 8 pp. Community Planning Branch, Department of Municipal Affairs, 801 Bay St., Toronto 5, Ontario.

## ● BRIEFLY NOTED

### James Milner dies

It is with much regret that we report the death of Professor James Bryce Milner, 51 on June 6 of a heart attack during a return flight from Ottawa after addressing the Canadian Federation of Mayors and Reeves.

Professor Milner's contribution to the legal aspects of planning are unparalleled in Canada.

A native of Nova Scotia, Professor Milner graduated in law from Dalhousie and Harvard Universities. He joined the University of Toronto law faculty after serving with the Foreign Exchange Control Board during World War II and as professor of law at Dalhousie University.



In Toronto he was involved in analyzing the legal problems of urban development, particularly zoning. This led to the publication of a succession of indispensable works in the field of planning including his book, Community Planning, A Casework on Law and Administration. Professor Milner was president of the Town Planning Institute of Canada for the 1965-'66 term.

At the time of his death, he was research supervisor and chairman of the community planning and land use control section of the Ontario Law Reform Commission, which is currently carrying out a review of planning law in Ontario.

## ● new school of planning at Waterloo

On July 1, 1969 the former planning program in the Department of Geography and Planning, Faculty of Arts, University of Waterloo, became the School of Urban and Regional Planning, Division of Environmental Studies.

The school offers the only full undergraduate planning program in Canada recognized by the Town Planning Institute of Canada and a graduate program to the doctorate level. The school is now the largest planning school in Canada. Director of the new school is Leonard O. Gertler.

## ● planning areas

Seven new planning areas have been established since January 1, 1969. They are:

<u>Name</u>	<u>Type</u>	<u>Date</u>
Ottawa-Carleton	Joint	January 1, 1969
City of Ottawa	Subsidiary (Ottawa-Carleton)	January 1
Valley East Township	Subsidiary (Nickel Basin)	January 1
Muskoka Township	Single Independent	March 27
Town of Rockland	Single Independent	April 25
Ryde Township	Single Independent	June 3
Oro Township	Single Independent	June 13

The Ottawa-Carleton Planning Area includes all municipalities in the Regional municipality of Ottawa-Carleton.

The Valley East Township Planning Area was established following amalgamation of the Townships of Blezard, Capreol and Hanmer and the annexation of the unorganized townships of Morgan and Creighton.



● coming events

- August 17-20 -- Ontario Municipal Association Annual Conference, Niagara Falls. Contact: MacDonald Dunbar, O.M.A. Suite 221, 77 York St., Toronto, Ont.
- August 21-23 -- Regional Science Association, British Section, London, England. Contact: A.G. Wilson, Centre for Environmental Studies, 5 Cambridge Terrace, Regent's Park, London, N.W.1.
- September 1-5 -- International Conference of Building Officials, Salt Lake City, Utah. Contact: T.H. Carter, 50 South Los Robles, Pasadena, Calif.
- September 5-6 -- Association of Ontario Land Economists, Toronto. Contact: Joyce H. Perry, Administrative Secretary, Association of Ontario Land Economists, Suite 713, 62 Richmond St., N., Toronto 1, Ont.
- September 14-17 -- Community Planning Association of Canada, St. John's, Newfoundland. Contact: C.P.A.C. 425 Gloucester St., Ottawa, Ont.
- November 7-9 -- Regional Science Association, Mirimar Hotel, Santa Monica, Calif. Contact: R.S.A. Secretary, Graduate School of Business Administration, University of California, Los Angeles, Calif. 90024.

● planning staff

P.J. Beavis has been appointed planning director of the City of Brantford Planning Board. Since arriving in Canada 13 years ago, he has worked in Newfoundland, Alberta and Ontario -- where he was most recently director of the Belleville Planning Board. Mr. Beavis studied land surveying at Heriot-Watt College in Edinburgh.

B.J. Kenny replaces Mr. Beavis as planning director of the Belleville Planning Board. A graduate in civil engineering from McGill University, Mr. Kenny was planning director for the Town of Brampton.

John M. Wright has been appointed the first planning commissioner of the new Regional Municipality of Ottawa-Carleton. After graduating with a B.A. in geography and an M.A. in planning from McGill University, he was employed for four years with the Capital Region of British Columbia. Mr. Wright has been with the City of Toronto Planning Board since 1959 holding various positions, including that of deputy chief planner for the past 5 years.

DEPARTMENT OF MUNICIPAL AFFAIRS  
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HON. W. DARCY McKEOUGH - MINISTER  
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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



**AUGUST 1970**

### **LOCAL GOVERNMENT REVIEWS: a profile**

This past spring, two local government studies resulted in legislation. The rest are at various stages of development. Before looking at their progress, perhaps we should look again briefly at the background of these reviews.

During the past two decades it has become increasingly apparent that the municipal structure in Ontario, designed in the 19th century, cannot cope with 20th century demands. Municipalities are often too small to deal effectively with those demands and with wider ranging problems of an intermunicipal or regional scale.

A series of reports on these problems recommended revisions to the structure of municipal governments, the geographic areas they cover and to some of their responsibilities.

In 1965 a Select Committee of the Ontario Legislature recommended the establishment of larger "regional" units. The Committee believed the boundaries of the regions should take into account population, assessment, planning areas, watersheds and economic and social conditions. In 1967 the Ontario Committee on Taxation recommended a radical reform of the local government structure based on a regional system.

One year later Phase II of the Design for Development enlarged on the regional concept and set out the criteria for organizing regional units.

Meanwhile large scale annexations, amalgamations and other factors prompted several municipalities to ask the Department of Municipal Affairs to undertake a series of local government reviews for particular areas. Many of these studies supported the concept of regional government units. As a result, some municipal reorganization has already taken place.

The first of these was Metropolitan Toronto, a two-tier regional unit consisting in 1954 of the City of Toronto and 12 boroughs. In 1967 the number of boroughs was reduced through amalgamation to six. So far, Metro Toronto is the only regional government covering an exclusively urban area.

On January 1, 1969, the Regional Municipality of Ottawa-Carleton became the second of the regional governments to go into operation. It was followed one year later by the Regional Municipality of Niagara. On the same date, January 1, 1970, the City of Thunder Bay began operating as an amalgamation of Port Arthur and Fort William and several surrounding rural townships.



Two more regional-type governments---the District Municipality of Muskoka and the Regional Municipality of York---will become effective on January 1, 1971.

Final reports have been completed and distributed for Peel-Halton, in 1966; Northern Ontario, in October 1969; Hamilton-Burlington-Wentworth, in November 1969; Waterloo, on March 10, 1970; and Sudbury on June 15, 1970. Alternative proposals are currently being considered for Peel-Halton. The Northern Ontario report is providing a basis for discussion of alternatives among citizens and municipalities concerned. Submissions have been invited on the Hamilton, Waterloo and Sudbury reports.

The remaining reviews are still at the study stage. In March of this year the summary of information and statistical forecasts for the Haldimand-Norfolk planning study was released. A local government review is to be launched when the current interdepartmental study is completed toward the end of this year.

In the Oshawa area the Central Ontario Planning Board is conducting an extensive study---the Oshawa Area Planning and Development Study---with provincial assistance and employing a number of consultants. A local government review is to be included. So far three interim reports have appeared and the final report is expected early next year.

## ● DESIGN FOR DEVELOPMENT: The Toronto-Centred Region

In May of this year the Ontario government released its report on a planning design for the Toronto-centred region. This report is intended to establish the guidelines for decisions affecting this region for the next 30 years.

The area involved stretches from Brantford and Kitchener-Waterloo in the west to Midland-Penetanguishene in the north and Port Hope-Cobourg (including Peterborough) in the east. Three separate zones are defined--zone 1, a two-tiered arrangement of cities; zone 2, the commutershed; and zone 3, the peripheral zone.

Zone 1, covering the Lake Ontario shoreline from Hamilton to Bowmanville, is projected to have 5.7 million people by the year 2000. Some of this new development will be stimulated in the east to relieve the present westward pressure.

Most of zone 2 will continue as a rural area with an expected population of 300,000.

Some cities in zone 3 will be encouraged to expand industrially, partly to lift some pressure from Metropolitan Toronto.

The concept calls also for the preservation and conservation of recreational areas, with particular emphasis on lakes and shorelines.

As a concept, Design for Development: The Toronto-Centred Region is subject to refinement through detailed studies, consultation with municipalities, public comment and other avenues. The people of Ontario have been invited to make suggestions and submit briefs to the government on this subject. Submissions should be made by September 30, 1970, to the Treasurer of Ontario.

Copies of the Report, Design for Development: The Toronto-Centred Region, are available at no charge from the Queen's Printer, Publications Centre, Parliament Buildings, Toronto 2B; or from the Department of Treasury and Economics, 950 Yonge St., Toronto.



## ● INSTANT HOUSING: the not-so-mobile home

Many people are beginning to look to mobile homes to solve their housing needs. In recent months several Ontario municipalities have received applications for permission to build mobile home parks or subdivisions.

To discover what has been done in this area, what facilities are available and what the future might hold, the Community Planning Branch has begun a study of mobile homes and mobile home parks.

Information is being gathered on the numbers, size and locations of both the individual homes and the parks in Ontario. Also under study are the financing of these homes, the market for them, and the regulations controlling their use.

Two of the most important questions the study will examine are the effects on municipal finance and the implications for community planning posed by the introduction of mobile homes.

Municipal services--water, sewers, power, roads and schools--cost money. Are these costs offset by the taxes and licence fees on mobile home parks? As for planning, a municipality considering a mobile home sub-division plan should ensure that necessary municipal services and other amenities essential to residential environments will be provided. No distinction should be made between community services for mobile homes and those for conventional homes.

To help researchers evaluate the issue of mobile homes in Ontario, the Branch would like to hear from individual municipalities about their experiences---good, bad or indifferent---with this type of housing. Comments should go to Miss Jean Downing, Research Supervisor, Community Planning Branch, Department of Municipal Affairs, 801 Bay St., Toronto 181.

In the meantime, as there has been relatively little Canadian research, readers may be interested in the results of two studies in western Canada, one in Edmonton in 1968 and the other in Winnipeg this year.

Both studies show mobile home facilities in these two cities to be inadequate. They report overcrowding, inadequate playgrounds, poor landscaping and roads, and insufficient parking space. They found, too, as may prove to be the case in Ontario, that no distinction is made between mobile homes and travel trailers. Furthermore, they discovered that mobile home parks are often situated in areas zoned for commercial or industrial uses.

A review of available statistics (largely American) showed that the average stay in one location of mobile home residents has lengthened considerably in the past few years---mobile home owners are no longer the transients of 20 years ago.

Both reports concluded that mobile homes are bona fide residential accommodation and should enjoy a proper residential environment. The studies recommended that standards be set for park (or subdivision) size, density of lots, space between units, road surfacing, utilities, playground areas and landscaping.

The Winnipeg report suggested low and medium density housing areas as suitable locations for mobile home parks and subdivisions but advised strongly against integrating individual units within conventional housing areas. Parkbelts, screen-fencing or planting strips were considered necessary as buffers between mobile home parks and conventional housing areas in both reports.

Neither study examined in detail the complex question of cost and revenue for the municipality. The Edmonton report carried a breakdown of current



revenue from fees and taxes; Winnipeg's report suggested municipalities might be empowered to set up mobile home subdivisions to be taxed as conventional residential properties.

Available information (again largely American) shows that the economic factor is the principal cause of the mobile home's popularity, although whether it is indeed cheaper is a matter of some debate.

Mobility may still be a factor in some parts of the country, however. In resource-based new towns, for example, mobile homes fill the need for instant housing quickly and attractively. Then, when the job is finished, they can be relocated in another community.

## ● subdivision control covers all Ontario

With the passing in June of Bill 162 (the Planning Amendment Act 1970) all lands in Ontario are under subdivision control. The amendment also extends part-lot control throughout the province and provides for appointment of land division committees.

These committees will be similar to committees of adjustment in their consent granting power. They will have jurisdiction in all municipalities not having committees of adjustment capable of granting consents.

Existing committees of adjustment will continue to operate as they are but new committees will no longer be able to grant consent in municipalities without official plans. By December 31, 1973, committees of adjustment in areas without official plans will also lose this authority although they can continue to deal with applications for zoning by-law variances.

An unprecedented rate of land subdivision in rural areas and areas not covered by planning policy was the underlying reason for this amendment. While the Act covers much new ground (literally), it actually brings under subdivision control only about 30 percent of Ontario's municipalities and 8 percent of the province's population.

Because the amendment was designed with a view to protecting the quality of the environment, it supports existing government policy in such areas as:

- \*location, safety and efficiency of roads;
- \*pollution abatement;
- \*provision of adequate and safe water supplies and appropriate waste disposal methods;
- \*encouraging controlled growth to keep down costs of public services;
- \*ensuring the consistency of private development proposals with public policy.

The Department is making detailed information available to all interested parties. Copies of Bill 162 (third reading) have been sent to committees of adjustment, municipal councils, planning boards and land surveyors. Notices and letters outlining the main provisions of the amendment have been forwarded to all of the above and to real estate firms as well. Advertisements have appeared in all of Ontario's daily and weekly newspapers, and in the ethnic press. An announcement was placed also in Ontario Reports for the information of lawyers.

Copies of the act may be ordered at a cost of 25 cents (prepaid) from the Ontario Government Bookstore, 880 Bay St., Toronto 181.



## ● HEADLINES

Niagara Falls is preparing a new zoning by-law which will prevent developers from locating shopping plazas in industrial zones, reports the Niagara Falls Review. Under the existing by-law, a parcel of land zoned industrial can also be legally used for tourist, commercial or retail commercial which, council agreed, encourages fragmentary development and lack of control on developments such as shopping plazas.

\* \* \*

Owners of boarded-up buildings in Port Arthur will either have to clean them up, tear them down or pay a \$300 fine plus the city's expenses of doing the job for them, says the Port Arthur News Chronicle. The city's proposed new minimum housing standards by-law makes provision for owners of all properties to prevent deterioration of premises, damp basements, leaky walls and generally to make areas clean and liveable. One alderman noted that the city itself owned property and, if necessary, "we better be prepared to be the first to clean up (or) there's no sense in passing such a law."

\* \* \*

The Town of Preston may put a hold on multiple housing until a town-wide zoning study is completed. Planning consultant Melvin Coad told planning board there was a need to view zoning for the entire town, not just older sections; that development standards for town houses and other multiple units had to be re-examined; and that there should be more permissive zoning but on an integrated basis. (Kitchener-Waterloo Record)

\* \* \*

Builders of condominiums in Oakville will be required to provide two off-street parking spaces per dwelling unit or 1.5 spaces in a common lot, according to a council-approved amendment to the zoning by-law. The Oakville Daily Journal reports that not less than 50 percent of the required spaces must be within buildings, garages or carports.

\* \* \*

The tiny community of Munster (pop. approx. 28) in the Regional Municipality of Ottawa-Carleton will be "just about the fastest-growing place in the world for the next couple of years," says the Ottawa Citizen in an article entitled "The Munster explosion". The community, which has stayed the same size since Irish veterans of the War of 1812 settled there, will witness an unusual increase in buildings (from 10 to more than 200), assessment (from \$13,000 to almost \$600,000), and population (from 28 to about 750) because of a proposed 200-home development made possible in part by Goulbourn Township's official plan. The plan sets aside 120 acres at Munster and similar sites in the township for self-contained, fully-serviced village communities. By concentrating development, says the Citizen, the township expects to "prevent the uncontrolled growth of the urban octopus in the form of tentacles of cheap houses along main roads". However, Clerk Treasurer Orville Dowdall points out that the official plan and zoning by-law guarantees Munster "will never become a metropolis".



## ● BOOKSHELF

So you want to subdivide...Subdivision procedures. All too often a subdivision proposal may be delayed because the required procedures have not been followed. To assist in the preparation of applications the Community Planning Branch has published a booklet outlining the steps to be followed in submitting a plan of subdivision. Preparation of a plan is discussed from the pre-application stage when the developer first examines the site through to the stage of final approval by the Minister. Subdividers, municipal councils and planning boards will find this publication an invaluable aide in planning and evaluating subdivision proposals.

Copies have been sent to municipal clerks and planning boards. Additional copies may be purchased from the Ontario Government Bookstore. The booklet is available also to any interested member of the public. Make cheques or money orders payable to the Treasurer of Ontario. \$2.00 88pp., illustrated. Ontario Government Bookstore, 880 Bay St., Toronto 181.

Ontario Population Statistics 1969. Population figures for Ontario municipalities for the period 1941-1969. Planners and planning consultants have found this annual publication a useful reference source for population data indicating trends growth rates and the sizes of municipalities in relation to their counties, district or regional municipalities. Rates and ratios for different municipalities can be directly compared. Available from the Community Planning Branch, Department of Municipal Affairs, 801 Bay St., Toronto 181 or the Ontario Government Bookstore, 880 Bay St., Toronto 181. Make cheques or money orders payable to the Treasurer of Ontario. \$2.00 183 pp.

## ● BRIEFLY NOTED

### ● planning staff

Ian MacPherson has been appointed planning director for Etobicoke. Mr. MacPherson was formerly with the Metropolitan Toronto Planning Board and, more recently with planning consultant, Murray V. Jones. In an earlier appointment, R.K.S. Davies was named deputy planning director for Etobicoke to replace Ian Keith. Mr. Keith has joined G.V. Kleinfeldt and Associates where he takes over planning duties from Dave Williams. Mr. Williams, a former planning director of what is now Mississauga, has gone into private practice.

Fraser Manning, former assistant planner for Peterborough, has been appointed planner with the Central Ontario Joint Planning Board. Mr. Manning has worked also with the Vancouver office of Central Mortgage and Housing Corporation.

Ray Skelly, formerly with North York and the City of Toronto, has been appointed Windsor's planning director. His new deputy is Terry Priddle who was planning director for Peterborough.

Elgin Planning Board's recently appointed director, Howard Gibson, has also been named director and secretary-treasurer of the St. Thomas subsidiary planning board.

George Muirhead, formerly with the Etobicoke Planning Board, has returned to Kingston to become its planning director. He also holds a post as lecturer at Queen's University.

Niagara Planning Board has appointed Alex Greaves as planning director. Prior to the formation of the Regional Municipality of Niagara, Mr. Greaves was planning director for the City of Niagara Falls.



## ● appointments of interest

Hugh T. Lemon, long-time secretary of the Toronto Board of Trade, has joined the University of Waterloo's School of Urban and Regional Planning where he will act as liason officer.

Garfield Wright, former Warden of York County, has been appointed the first chairman of the new Regional Municipality of York. He will hold the position until 1975 when a chairman will be elected for a two-year term by the Regional Council.

Milton A. Tibbett, Mayor of Huntsville, has been appointed first chairman of the District Municipality of Muskoka. He will hold this position until the end of 1974 when the Council will elect his successor.

## ● obituaries

Dr. Lorne Cumming, Q.C., the man who fathered the Metro form of government, died in Toronto on June 5 at the age of 75.

In 1953 Dr. Cumming, then chairman of the Ontario Municipal Board, was named to head the committee which studied and recommended Metro government for Toronto. In 1960 he was appointed deputy minister of a reorganized and expanded Department of Municipal Affairs.

Dr. Cumming, through his speeches and plans, gave shape to the first ideas on regional governments for Ontario. Two of these governments are now in operation.

After his retirement in 1964, Dr. Cumming remained with the Department as special adviser to the Minister.

Kenneth Grant Crawford, deputy minister of the Department of Municipal Affairs from 1956 to 1958, died July 6 in Kingston. Until his retirement last year, Mr. Crawford was director of the Institute of Local Government at Queen's University.

## ● planning areas

To date, 1970 has seen the establishment of two joint planning areas and five single independent areas. The Regional Municipality of Niagara Act defined the Niagara Planning Area and 12 subsidiary areas effective from January, 1970. These are the cities of Niagara Falls, Port Colborne, St. Catharines and Welland; the towns of Fort Erie, Grimsby, Lincoln, Niagara-on-the-Lake, Pelham and Thorold;

The joint planning area of Bruce Peninsula, defined April 29, 1970, includes as subsidiary areas the village of Lion's Head, and the townships of Albemarle, Eastnor, Lindsay and St. Edmunds.

The single independent areas are Lakefield (March 12, 1970), Dysart (March 20, 1970), Nottawasaga (April 27, 1970), Ennismore (June 1970) and Medonte (July 7, 1970).



## ● new planning courses

In an effort to increase the number of professional planners, four Ontario Universities have established new academic programs. As reported in a previous issue of the Newsletter, Waterloo University has expanded its former geography and planning department to become the School of Urban and Regional Planning. Under the direction of Leonard O. Gertler, it offers the only recognized bachelor and Ph. D. planning programs in Canada.

In September 1969 the University of Ottawa enrolled six students in a new two and a half year M.A. program in regional planning. The program is provided by the Center for Regional Studies. Courses are directed towards three main areas of regional planning and development: outdoor recreation and tourism; regional economic growth; and regional government structure. A functional knowledge of French is required. The program is under the direction of Claude Greffard, Co-ordinator of the Center.

This fall York University in Toronto will inaugurate four master's programs in its Faculty of Environmental Studies. All are three-year programs for those with a three-year bachelor's degree, although advanced standing may be arranged. Dean of the Faculty is G.A.P. Carrothers.

The Queen's University School of Urban and Regional Planning will offer a two and a half year master's program this autumn, emphasizing practical work and planning theory and methods. Chairman of the School is S.D. Lash of the Department of Civil Engineering.

The Town Planning Institute of Canada will consider recognizing the courses at Ottawa, York and Queen's, once they are established, for membership purposes. The Institute currently recognizes the following courses:

- University of British Columbia, M.A. or M.Sc. in Planning;
- University of Manitoba, M.C.P. (Master of City Planning);
- Universite de Montreal, M.Urb. (Maitrise d'Urbanisme);
- University of Toronto, M.Sc. (Planning);
- University of Waterloo, B.E.S. (Bachelor of Environmental Studies in Urban and Regional Planning), M.E.S., and Ph.D. in Regional Planning and Resource Development.

For those wishing to widen their knowledge of planning and environmental matters, the University of Toronto extension division is offering a series of non-credit courses in the field of urban and regional studies. Designed for professionals and interested laymen, the series includes such subjects as contemporary issues of cities; transportation system evaluation; material resources and their management; environment today (pollution); and challenge of poverty. Information about times and fees may be obtained from the Division of Extension, University of Toronto, 84 Queen's Park, Toronto 5.

## ● questionnaire returns increasing

Returns on this year's planning board questionnaire are running about 60 percent. The committee of adjustment returns are over 75 percent and Branch staff are pleased with the quantity and the quality of the information now being processed.

For several years now the Community Planning Branch has used the questionnaires to help keep it up to date on the activities of planning boards and committees of adjustment. This year the Research Section will report on trends during the period 1966-1969, as well as on the scope of current operations.



## ● court rules on simultaneous conveyance

Osler, J., 1st May 1969

Planning legislation--Consent to subdivide--Planning Act, s.26(1)--Vendor Conveying one-half his holdings to each of two separate but related corporations in simultaneous transactions--Whether requirement of consent to subdivision thereby circumvented.

Section 26(1) (am. 1966, c.116, s.2) of the Planning Act. R.S.O. 1960, c. 296, prohibiting transactions by which the vendor retains the fee or equity of redemption in any land abutting the parcel conveyed must be read as though the words "with respect to any single transaction" were present. A transaction by which a vendor conveys by simultaneous transactions, one-half of his holdings to each of two separate purchasers (albeit related corporations, each related to the vendor) is a mere device designed to circumvent the requirements of the Planning Act and cannot receive the Court's approval. (Reprinted from Ontario Reports 1969, Vol. 2., p. 544.)

In the case at hand, the grantor passed two conveyances in one envelope to a solicitor who acted for two separate parties. While this is different from the situation where there is one common deed, it is nevertheless relevant to the question of whether there can be simultaneous conveyances to more than one party. The court on this occasion has ruled that there cannot be, as it was considered to be a device to circumvent section 26.

This was a decision given on a vendor's and purchaser's motion.

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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



OCTOBER 1970

### ● Do our lakes need protecting?

Yes, said a report prepared for the Advisory Committee on Pollution by an interdepartmental task force.

The task force, consisting of staff members from the departments of Energy and Resources Management, Health, Lands and Forests, Municipal Affairs, and the Ontario Water Resources Commission, was given the job of surveying the pollution situation in Ontario's cottage country and recommending some corrective measures. It found that procedures governing cottage approvals in Ontario require extensive revision.

The report "Environmental Management of Recreational Waters in Cottage Areas of Ontario," estimated that the province has between 140,000 and 200,000 cottages, about 10 percent of which are contributing to water pollution. Another 11,000 new cottages are going up every year. The report concluded that without guidelines to manage this rapid development, our recreational resources could be seriously damaged.

Outmoded and inadequate regulations and procedures compound the difficulties. In some areas, for example, building permits are not required; sometimes, even where they are, septic tanks may be installed without health unit approval.

Cottage lots and subdivisions in the past have been approved primarily on their suitability for building and septic tank operation. The report noted that little thought was given to the size, shape, depth and area of the lake in question; yet these are prime factors in determining the number of cottages a lake can accommodate without suffering extensive, perhaps irreversible, environmental damage.

Some municipalities have no by-laws to help local health units regulate and inspect sewage disposal systems. Many units are understaffed and cannot carry out additional inspections.

The report recommended first that all land in Ontario be placed under subdivision and part-lot control. The Planning Amendment Act of 1970 has already accomplished this.



Another recommendation calls for all parts of the province to have building regulations. This, too, is being acted upon. (See "Uniform Building Standard" article.) Both these measures had been under review by the Department of Municipal Affairs as they were needed in all parts of the province.

The remaining proposals apply more directly to the cottage areas. The task force recommended that a study be commenced as soon as possible to classify lakes according to the type of recreational development they can support. The DMA, as part of its subdivision responsibility, has for some time been considering proposals for such a study and an announcement is expected shortly.

In response to two other recommendations the Department of Health has undertaken a two-part field survey. The task force recommended a pilot program of inspection and correction of at least 4,000 cottages during 1970. It also suggested that medical officer of health approval be required for all subdivisions of land in areas not served by municipal water or sewage.

The first part of the study was carried out through the summer and the information is being collated.

To undertake the inspection of new lots and subdivisions, the Department of Health recruited 30 inspectors. Departmental help was considered necessary because, as the task force pointed out, many health units lack the staff to deal with this increased work load.

Four of these inspectors will be assigned to a program to correct the deficiencies discovered in the existing cottages inspected during the summer.

As the 4,000 cottages inspected in 1970 represent less than half the annual crop of new cottages (to say nothing of the already existing number) the program will be expanded as soon as this year's experience is evaluated.

Some of the task force's other recommendations--there are 18 in all--call for

- \* uniform sewage disposal standards for private systems;
- \* authority for Department of Health officials to enter private premises to enforce the Act and regulations;
- \* minimum unserviced lot size of one acre on the Canadian Shield and one-half acre elsewhere;
- \* publication of booklets explaining pollution and subdivision control problems.

For information on the inspection program, please contact the Department of Health, Public Health Engineering Service, of Health, 1 St. Clair Ave. W., Toronto 7.



## ● The front (and back) yards of Ontario

"The communities of Ontario will endure: they must be well built and maintained." With this thought in mind, Matthew Lawson presented the results of his study of property maintenance standards in Ontario.

Unsatisfactory conditions, not only in buildings themselves but in the municipalities' ability to do anything about them, led the department to commission Mr. Lawson to survey the problem and recommend solutions.

Evidences of blight appear everywhere--more in the north than the south; more, relatively, in the country than the city; more in some cities than others. Some is residential, some industrial or commercial, and a significant percentage agricultural.

Rundown buildings are often attended by littered yards. The most ubiquitous piece of litter--north to south, city to country--is the abandoned car. The ultimate eyesore: the car wrecking yard.

A variety of difficulties face local councils trying to deal with maintenance problems. The survey showed that many municipalities do not have maintenance and occupancy by-laws and that those who do often do not apply them consistently or over wide areas.

Some of the difficulties may begin with the relevant section of the Planning Act (30a), which requires the municipality first to have an official plan, and which limits maintenance by-laws to dwellings only. Rundown commercial and industrial properties can be just as unsightly and dangerous as shabby houses.

The first recommendation of the Lawson report, then, is that the province promote a universal maintenance program. All kinds of property in all parts of the province should be included. Section 30a of the Planning Act should be so amended.

Municipalities, said Mr. Lawson, should be encouraged to pass maintenance and occupancy by-laws with advice on standards coming from the province. The aim of this program should be to get the work done, not to prosecute people.

Almost everyone, though, is willing to maintain his property at acceptable standards, especially if he lives on it. Mr. Lawson observed that with a little encouragement people will undertake quite extensive repairs. The secret of a successful program is to make them want to clean up.

This inherent desire may be undermined if the district is decaying generally, or if its future is uncertain. By refusing to adopt a policy at all a municipality can foster apathy in its citizens. And, of course, there are people who cannot afford repairs, or who are incapable of organizing maintenance projects.

Mr. Lawson believed that since most people regard repairs to property as an ongoing personal responsibility a maintenance program should help them to do it themselves. This traditional willingness should be encouraged by advice and assistance from the provincial level. In Mr. Lawson's opinion this is the only feasible method of ensuring adequate maintenance of homes.



To provide financial assistance the report suggests two loan programs, one at normal interest rates and one with reduced or scaled interest rates. The first type would make funds available in both small and large amounts and in all parts of the province. The second would be for people who cannot normally obtain loans. The rate would be scaled to fit the individual's income and family size, with extra-long repayment periods and a ceiling on the amount to be borrowed.

As a further financial incentive Mr. Lawson advocates a five-year moratorium on tax increases due to repairs.

Among other measures to encourage people to maintain their properties, Mr. Lawson suggests that all levels of government set an example by keeping their own property in good repair; that the province arrange for field staff to advise people on-the-job; and that do-it-yourself booklets be made available.

To deal with car hulks the report calls on the province to develop and operate a province-wide system to dispose of them--perhaps mobile car-crushing units.

As Mr. Lawson notes, several of his recommendations require governments at all levels to co-operate.

In releasing this report at the Ontario Municipal Association meeting in August, Mr. McKeough invited the municipalities to comment. "Much of what will happen to this report," he said, "will depend upon the response to it... before we can get on with the job of drafting new legislation."

Copies of the report, "The Maintenance of Property--a Program for Ontario", are available from the Department of Municipal Affairs, Community Planning Branch, 801 Bay St., Toronto 5.

## ● Research funds for planning agencies

A planning agency wanting to undertake research on a community planning problem may receive financial assistance from the Department. The Research and Special Studies Division of the Community Planning Branch has a limited fund earmarked to assist such a project.

The problem to be studied will, of course, be specific to the Planning Area in which it occurs, but to qualify for assistance it should have a substantial application in other Ontario municipalities so that they also may benefit from the study.

A research proposal should describe the planning problem, explain the reasons why research is needed, outline the objectives and research approach, indicate who would do the work, and estimate the approximate cost of the project.

Before submitting a formal application we would suggest that you call, write or visit the Branch to discuss your ideas. Enquiries should be directed to Mr. M.H. Sinclair, Head, Research and Special Studies, or Miss Jean C. Downing, Research Supervisor, Community Planning Branch, Department of Municipal Affairs, 801 Bay Street, Toronto 5, Ontario. Telephone (416) 365-6941.



## ● Ontario to adopt uniform building code

Ontario may become the first province to have uniform building standards. Municipal Affairs Minister Darcy McKeough announced in August that Ontario will implement a uniform building standards code as soon as possible. Implementation by the Department of Labour is expected to follow closely the recommendations of the Carruthers committee.

The Carruthers committee will continue in an advisory capacity to the Department of Labour and to the two interim review committees which will be set up according to the recommendations of the report.

The Report of the Committee on Uniform Building Standards for Ontario (to use its official name) was widely distributed at the time of its publication in January. Here is a short review of its comments and recommendations:

In 1968 the Minister of Municipal Affairs named a committee under the chairmanship of C.D. Carruthers, consulting engineer, to look into the feasibility of uniform building standards in Ontario.

After reviewing current conditions and analysing the results of questionnaires sent to municipalities, the committee recommended the adoption of the National Building Code of Canada, together with the National Fire Code. Because Ontario's requirements may vary from the National Codes, the committee allowed for the adoption of a supplementary provincial code to reconcile the differences during a period of transition.

The Carruthers committee believed that adoption of the National Building Code and the National Fire Code would be the best way to achieve uniform standards. As pointed out in the report, the national codes were developed by special committees of the National Research Council.

Advisory specialists in all related fields serve on the committees and the codes are updated annually. A revised edition is issued every five years. The Carruthers committee noted that no other codes are as competently prepared or as regularly scrutinized, nor is there any code that so comprehensively covers Canadian conditions.

Working out the provincial supplement will be the task of two review committees. The first of these, the Code Review Committee, will examine all relevant acts, regulations, policies and by-laws to determine necessary legislative changes. The report lists at least 12 pieces of provincial legislation that will be included. The committee will also hear representations and invite briefs from associations and municipalities.

The second, the Enforcement Review Committee, will be responsible for outlining an organization for the administering branch and recommending administrative procedures. Developing class specifications for inspectors and procedures for uniform interpretation of the codes, for example, are part of this committee's job.

In the opinion of the Carruthers committee, appointing inspectors is the responsibility of the municipalities. The report recommends that the province do so only in unorganized territories and in special circumstances. Mr. McKeough in his August speech to the Ontario Municipal Association agreed with this principle.

The committee believed that the province should be responsible for training and certifying the inspectors. This is seen as the most satisfactory way of providing enough inspectors familiar with the codes to ensure uniform interpretation and enforcement.



Mr. McKeough, in making the announcement, said that the introduction of uniform building and fire safety standards in Ontario will be carried out in stages.

Labour Minister Dalton Bales, speaking on the same occasion, said his department planned to begin work on the recommendations immediately and would start by appointing the two review committees.

(Copies of the Report of the Committee on Uniform Building Standards for Ontario are still available at no charge from the Department of Labour, 44 Victoria St., Toronto.)

## ● Special planning seminar

The Department of Municipal Affairs is sponsoring a one-day planning seminar on December 7 for senior municipal planners and planning consultants. The seminar is designed to inform planners of new developments in land use planning techniques.

An announcement and registration form has been mailed. The number of participants will be limited and applicants are requested to register early.

Background papers will be sent to registrants three weeks in advance. As the seminar will be conducted on the case method from these papers, all participants are urged to study them.

Three major subject areas will be dealt with:

- \* Decision making in the planning process---the need to retain sufficient planning flexibility in long range plans to allow for short range planning revisions. Mathematical models. Information systems.
- \* Analytical techniques and models for urban land use projection and growth allocation.
- \* Data requirements, data coding and information systems---the kind of flexible data base required for urban and regional planning. Examples and uses of geocoding and other computerized systems.

To take part in the sessions the Department has brought together a group of people experienced in these fields.

Neal Irwin of Kates, Peat, Marwick & Co., is co-ordinator of the consortium of consultants working on the Oshawa Planning and Development Study. He has an extensive background in transportation, management sciences and urban/regional planning.

Michel Chevalier, Director of Graduate Studies of Research, Management Faculty, University of Montreal, and professor of Environmental Studies, York University. Dr. Chevalier has been an advisor to the Senate Committee on Science Policy.

W.J. Henry, with experience in developing land use forecasting models, is well known for his growth allocation model for Winnipeg.

Sidney J. Clarke, former Director of Development, City of Toronto, and Director of Oldman River Regional Planning Commission, Alberta. He has been deeply involved in the CCURR Information Study.



Russell Gwilliam, planner and land surveyor, former Chief Planning Officer, Land and Survey Department, Sarawak, Malaysia.

Space in the MacDonald Building has been reserved for the seminar sessions. Please note that the two-day Ontario Planning Staff Conference follows the seminar on December 8 and 9.-- More on that soon.

## ● BRIEFLY NOTED

Andy Morpurgo who has been with the Community Planning Branch for eight years, seven of them as planning adviser in the Thunder Bay office, is leaving to join the new Northern Affairs Branch of the Department of Mines and Northern Development.

We in the Branch regret his loss but are pleased to see that others value him as highly as we do. It is to Andy's credit that when Northern Affairs went looking for a regional supervisor, he was their first choice. We wish him every success in his new work and are particularly pleased that the northwest will continue to benefit from his able services.

The position Andy leaves vacant will be filled as soon as possible and an assistant planner will be hired also. Interim arrangements are being made to carry on plan approvals and advisory services in the Thunder Bay office.

Mrs. Sally Thorsen has been appointed Planning Director in Galt. Mrs. Thorsen did her B.A. in geography at Edinborough and her M. Sc. planning at Toronto. She has worked for the Alberta Department of Municipal Affairs and the State of Indiana as well as the City of Toronto and the Waterloo County Planning Area Board.

## ● HEADLINES

The Brantford Expositor reports recommendations to the Norfolk-Haldimand study committee call for the whole Lake Erie shoreline in these two counties to be turned into a recreation-conservation area.

Suggestions range from a Crown game preserve for Turkey Point to preserving Long Point in its natural state. Additional recommendations are included for recreation areas around ponds and streams. Flood control and land fill measures for the Grand River were considered urgent.

Milton has a factory that turns out houses complete to the wall paper. A story in the Toronto Star explains the plant moulds concrete shells and equips them with plumbing, heating, electrical outlets and furniture. They are then taken to the building site and slipped into a skeleton frame. The factory now turns out one unit in four days but when operating at capacity it will produce four a day. The units are designed for multiple-housing projects rather than single-family dwellings.

Orillia is considering a plan to run a continuous canopy down both sides of the main street, according to an article in the Packet and Times. Supporters of the idea claim it will help revitalize Mississauga Street.



## ● Planning Act consolidation

A consolidation of the Planning Act, done in September to include the Planning Amendment Act (Bill 162), is now available. The Branch's supply is limited so it will not be possible to distribute copies to councils, planning boards and committees of adjustment as we usually do.

Copies are available from the Ontario Government Bookstore at 880 Bay St., Toronto 5, at a cost of \$1.00 each. Cheques should be payable to the Treasurer of Ontario and should accompany each order.

As 1970 is revision year for the Statutes of Ontario, another consolidation of the Planning Act will be prepared in 1971.

(The earlier office consolidation done in February, 1970, is out of print.)

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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER



DECEMBER 1970

### Season's Greetings from the Minister

Perhaps more than any other year, 1970 has focussed public attention on the state of our society. People are more concerned about the condition of the physical environment--the urban habitat and its priorities. Pressures are building to protect the best of the past while developing something good for the future.

During the year, we have again made significant progress in planning a better Ontario. I look back with pride to the many accomplishments of the Department.

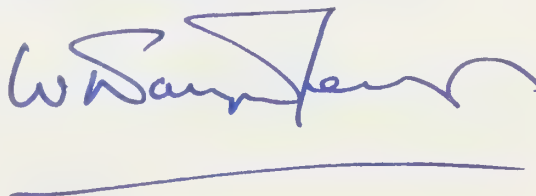
The first of the year saw the birth of another regional government, Niagara. Two more regional governments, York and Muskoka, will soon begin fulfilling their roles.

Important steps were taken to protect all land in Ontario by extending subdivision control to all parts of the province.

The Community Planning Branch also played an active role in the several development concepts announced for various regions of the province, a program of balanced development that will eventually embrace all Ontario.

The Christmas Season is a good time to reflect on what we have done and what we intend to do. The coming year will be a busy one and I look forward to it with optimism. As a Department, we have a major role to play in serving the people of Ontario and transforming their dreams and aspirations into the reality of a well-planned society.

To you and your families, I extend my family's sincerest Christmas greetings and best wishes for a prosperous New Year.





## ● Do our standards exceed our needs?

In these days of rising prices, careful and continual thought must be given to ways of reducing the cost of housing. At the same time, we must be sure that the methods chosen do not generate complications which wipe out the initial saving. Municipalities--and the Province--need to continually examine closely the traditional standards established in subdivision agreements and zoning by-laws to ensure that they are still relevant and required.

Is a 66-foot wide right-of-way required in all cases, or is a narrower allowance sufficient in some cases? Is the "normal" 25-foot setback too much when the house is fronting on a road designed to serve minor traffic purposes? Do increased lot frontages really produce a net increase in tax receipts? Is the same standard of pavement required on all types of roads--minor, collector and arterial? Are storm sewers always necessary, or will open, sodded ditches do in some circumstances?

And what about minimum floor areas of residences? How much does an additional 100 or 200 square feet mean to municipal tax income? What does it mean in terms of families doubling up, or not establishing separate residences because they cannot afford the additional floor area required? Is it the developer or the municipality that is responsible for the ever increasing size, and quality, of housing?

The Community Planning Branch has for some time favoured experimenting with new standards and has approved a substantial number of plans containing new standards. If the proposals are well founded, the Branch gives, and will continue to give, serious consideration to new approaches.

One municipality, Kitchener, has been experimenting since 1966. The following article is the story of this city's ambitious attempt to reduce the cost of housing.

## R2C - a key to lower-cost housing

Most Canadian families dream of a real home of their own. In Kitchener an experiment is proving that houses can still be built to meet the budget of the average Canadian.

The experiment began four years ago when city council looked at the costs of land and servicing, major factors in the costs of housing. Council, by zoning by-law, created "special development areas" in which lots would be smaller, road allowances narrower and prices controlled. The areas were coded R2C (restricted residential) and houses built in them sell for no more than \$23,500. The price is controlled by an agreement registered against the title at the time the plan of subdivision is approved.

The experiment worked so well that now, as a condition of approval, every new subdivision must contain special development areas. When Bill Thomson, Kitchener's innovative planning director, first suggested this experiment in 1966 "the builders wouldn't touch it." But the pilot project "sold like hot cakes and now we have trouble keeping these areas special."

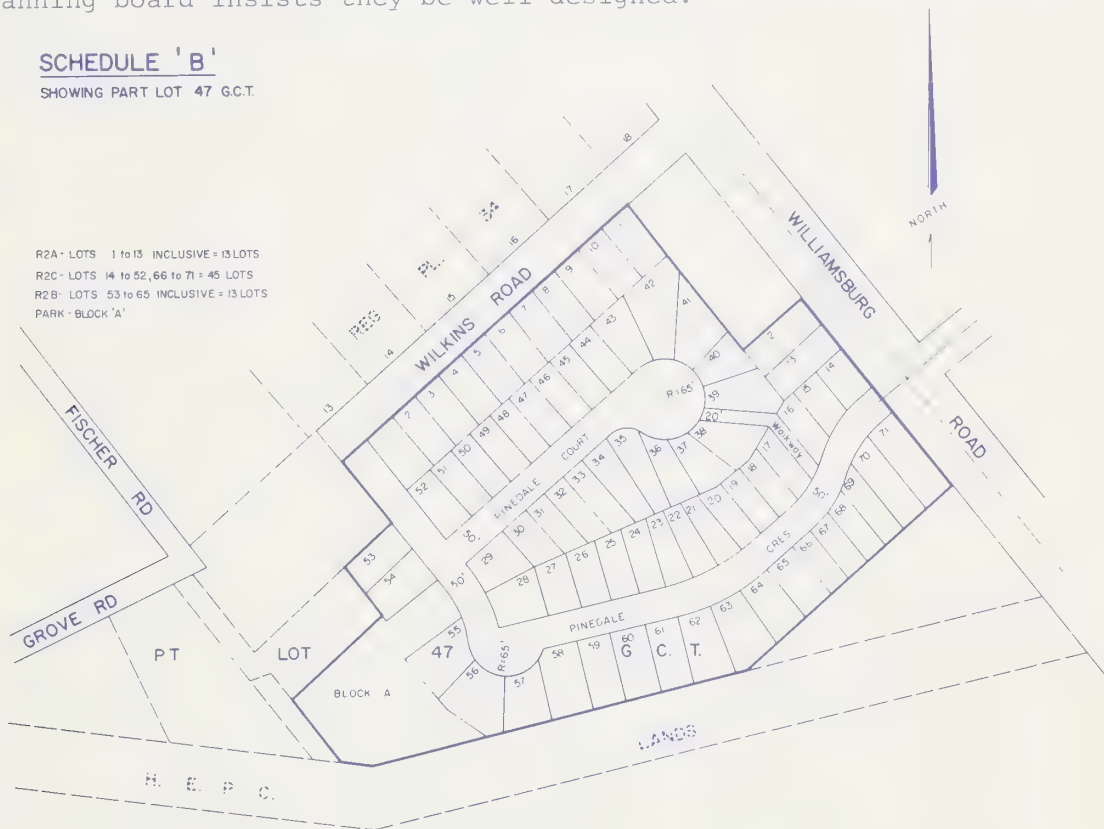


These special areas are made feasible by Kitchener's overall development policy. The planning board regularly approves in principle large subdivisions, sometimes as large as 300 acres. Only one section will be registered at a time, however, and a second section cannot be registered until the first is serviced and built. In effect, services are staged, keeping the costs down.

No particular number or percentage of R2C lots is required per subdivision, nor does every registered section necessarily contain a special development area. The planning staff and the developer consider such aspects as the contour of the land, the proximity of other R2C areas and the size of the entire subdivision, and arrive at a mutually acceptable number. Then council passes a zoning by-law to allow the smaller lots. The R2C areas must be fairly small and the planning board insists they be well designed.

### SCHEDULE 'B'

SHOWING PART LOT 47 G.C.T.



R2C areas are integrated with the surrounding subdivision. This plan allows for single family units (lots 1-13) and row housing or semi-detached housing (lots 53-65), as well as special development units (lots 14-52 and 66-71).

Most of the special development areas are both developed and built by one company. A few are developed by one and built by another, and in at least one, the lots were developed and then sold for the purchaser to put up his own house. In the latter case, total cost of the lot and the house built on it must not exceed the maximum prices.

With some variation, a special development area consists of 40 x 100 foot lots on culs-de-sac or crescents with only 50-foot rights-of-way. The crescents may have sidewalks, but on one side



only, usually the side children use for their trips to school; the culs-de-sac have none. The pavement on these streets is a lighter-duty asphalt, and the paved area is somewhat narrower than usual.

To avoid any suggestion of being substandard, the special development areas are integrated into the design of the whole subdivision and all other services are standard. For example, all new subdivisions must have underground wiring and no exception is made for R2C areas.

Certain other exceptions, however, are made. The 25-foot set-back called for in a Kitchener by-law is waived for these lots. The builder is asked to submit a plan for the street showing the positions of the houses. Provided no parked cars would overhang the sidewalk (if any) and distances are varied, set-backs as short as 17½ feet have been accepted. For a variance fee of \$25 (the usual fee for one variance) the whole street receives approval. Another exception made is one for driveways: they need not be paved.

The initial conditions adopted by council in 1966 allowed for a minimum lot area of 4000 square feet, a minimum frontage of 40 feet and 50-foot rights-of-way. Costs were calculated as follows:

Sanitary service - \$2.15 per linear foot per side,  
plus \$80 for connection; or \$3.00 per saleable  
foot plus connection;

Water main - \$2.30 per linear foot per side, plus  
\$50 for connection; or \$3.23 per saleable foot  
plus connection;

Class 6 pavement - \$9.60 per linear foot per side;  
or \$5.60 per saleable foot;

Lot levy - \$300.

Costs have increased since 1966 when council approved these figures although only the lot levy has risen dramatically--to \$500.

Price is determined by a formula based on square footage. The original maximum was \$17,500 but rising costs and special circumstances have necessitated increases.

For a 40 x 100 foot lot and 1000 square feet of housing the maximum price is \$20,000. The price goes up at the rate of \$15 per square foot over 1000 but the total selling price of lot and house may not exceed \$23,500. Occasionally, at the end of a cul-de-sac or on a back-lot street, lots must exceed the 100-foot depth. The price may be increased in these cases but the maximum remains \$23,500. Fifty percent of the houses in a special development area must be in the \$20,000 or less range. (All prices include real estate commission.)

The architectural design of the houses has improved over the four years since the plan was conceived. In the first area all the houses looked much the same, although trim, colour and other exterior details were varied somewhat. The most recent development uses six different basic designs, and here exterior variations have been used more successfully.

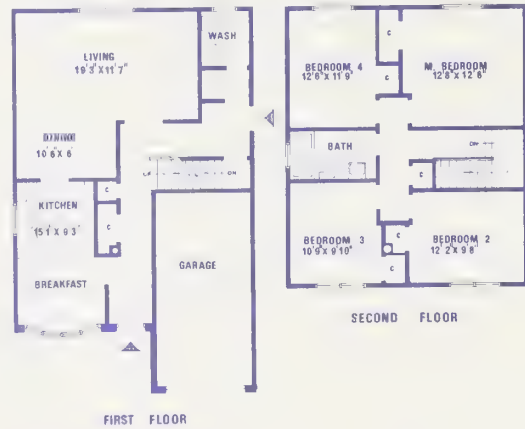
The new houses range from two-storey units with four bedrooms to three-bedroom bungalows. The larger houses have full basements and the bungalows half basements. Some have attached garages, some



have carports and some have only driveways. Many of the latter have allowances for carports or garages should the owners wish to build them.



Four-bedroom house with attached garage. This unit has a full basement.



Floor plan of four-bedroom two-storey unit shown opposite.

So far most of the houses have been single family detached units but council recently approved regulations for semi-detached dwellings and a few of these are available. The maximum selling price for a semi is \$18,000 for up to 1000 square feet of living space. The price increases by \$14 per square foot over 1000 up to a maximum of \$21,500.

Townhousing is also under consideration. An experimental project of "garden homes" has been built on 30-foot lots. They are what might be called "semi-attached"--joined at the ground level but not always at the second floor level.



Garden homes on 30-foot lots. Four-bedroom units are attached at the second level; three-bedroom units at the ground level only.



But there have been and are problems. One developer, having had his 40-foot lots approved, proceeded to put expensive houses on them. After that experience, council ruled that the selling price would have to be registered against the title. One of the first special areas was not granted set-back variances and the houses march in ranks down both sides of the street. In one of the newest areas where aluminum siding was used, the developer-builder designed attractive fronts but forgot about the backs. He candidly admits that "from the back these houses look like barracks" and went so far as to erect a fence to screen them.

And there are "people" problems. The odd complaint comes from the big house on the corner of an R2C street. Occasionally the residents of an already existing development protest against the R2C area slated for the land next door. In one case, the residents of half of an existing special development area complained when the other half of their area came up for development.

Planning Director Thomson feels that this type of problem is not particularly disturbing and his opinion is supported by the general appearance of the special development areas. Most of them have been tastefully laid out, with varied set-backs and a good mix of design and style features. The people who live there look after their houses. The lawns are healthy and trim; no peeling paint can be seen; flower beds, paved drives and neat fences are the rule. In one development a group of homeowners bought enough sod for all their lawns and held a sodding "bee".

In fact, no serious complaint can be made on the basis of appearance.

A more critical problem and one that cannot easily be solved or circumvented is the jump in price when the first owner sells. There are no special rules for selling these houses, other than the limitation on the initial selling price. Anybody, however high his income, may purchase a house and, if he chooses, rent it rather than live in it. And he may sell it at any time for any price he can get. As a result, some speculating goes on. A house that sold for \$17,000 in 1968 may be resold for as much as \$23,000 two years later. One house was bought one month and sold the next at a profit of nearly \$4,000.

Mr. Thomson regrets this tendency for it defeats his city's purpose of providing low cost housing, but he does not believe controls can or should be imposed. Interestingly, one of the builders disagrees. He would like to see 'some kind of control' imposed.

As far as problems and errors are concerned, both planners and developers in Kitchener feel they are learning from their mistakes. The answer all give when this matter comes up is, "Well, you win some and you lose some, but we won't make that mistake again."

Although originally intended for lower income families, homes in special development areas are proving popular with the more affluent sector as well. Young professional people--doctors, lawyers and professors--have bought them and are pleased with their purchases. Quite by accident, it seems, Kitchener has produced the mixed neighbourhood that many cities have tried without success to foster. There is a lesson here somewhere.



## ● Preserving the past

Protecting the quality of life has become a crucial issue in our time. But it is not only the environment that needs protecting--our cultural heritage must be cherished too. The Community Planning Branch, to do its part, undertook during the summer a study of historic buildings in the province--our architectural heritage.

Researchers were sent out in June to talk to knowledgeable people --historical societies, architects, municipal officials--about the number of such buildings and their present condition. Additional information was gathered on field trips to other provinces and parts of the United States where preservation programs have been undertaken. European experience was included in the study also through correspondence with experts in various countries.

The report, expected to be released early in the new year, will recommend one program for preserving our more venerable buildings, but will also set out several alternatives.

The Newsletter will carry a summary of the report when it is available.

## ● Coming: the 'how to' manual for official plans

Nowhere is there a document to which municipal councils, planning boards and planners can turn for guidance when preparing an official plan. To fill this need, the Community Planning Branch has begun a study of official plans which will culminate in the production of a "how to" manual for plan preparation.

The general aims of the study are to define provincial policies and encourage the preparation of better plans, and thus make approval procedures more efficient.

To conduct the research program, Paul Bruer, formerly deputy planning director for the City of London, has been taken on staff. He will work in association with Keith Bain and his staff in the Branch's Official Plans Section.

The study will involve a critical look at the policies and procedures used by both municipal and provincial governments in the preparation, adoption and implementation of official plans.

To obtain information on the way plans are prepared, current ideas of the aim and purpose of the plan document and the methods of review and amendment, Mr. Bruer will consult with a variety of informed people--municipal and provincial planners, municipal officials and administrators, and consultants. He will also seek opinions from interested citizens' organizations, the private sector, and the professional and academic fields. Further information will be sought through questionnaires and small conferences. A great deal of useful information and assistance is anticipated from the many people who are interested in and have experience with official plans.

More background material will be obtained by a review of current planning research and theory on the nature and role of plan documents.



Part of this review will be a detailed look at existing approved official plans to see what issues they deal with, how goals and objectives are defined, and how public policies are stated. This part of the study may result in recommendations for changes in present policies and procedures, if they appear necessary.

Once the research has been done, it will be possible to formulate a clear idea of the kind of official plan document and provincial policies most useful to both municipalities and the province. When this framework is established, consideration will be given to the kind of technical planning advice necessary to achieve the desirable plan.

At this early stage, the precise nature of the manual cannot be defined. Generally, however, it will set out provincial requirements and guidelines for plan preparation, approval and amendment. It will deal with the definition of objectives, collection of data, analytical studies, and formulation of alternative objectives and policies.

The manual will be designed to accommodate periodic additions and amendments. It will also take into account differences in local political and planning situations. It will recognize, for example, that planning in small, isolated northern resource communities cannot be handled the same way as planning for urban-rural regions in southern Ontario.

A number of reports and recommendations will be made during the course of the study. The manual, the last and most detailed report, is expected before the end of next year.

## ● BRIEFLY NOTED

### Planning staff

After 15 years with the Department of Municipal Affairs, Graham Adams, until recently Head of the Extension and Field Services Division, has joined the Department of Labour.

For two years Mr. Adams, a graduate architect, was a member of the Carruthers committee on uniform building standards. He has now been appointed Director of the new Uniform Building Standards Branch in the Department of Labour.

Before coming to Extension and Field Services, the division which produces the Newsletter, Mr. Adams had been supervisor of the Zoning Section (1959-1962) and then supervisor of the Subdivision Section (1962-1966).

We in the Branch, are sorry to see him go but we realize he was the logical choice for this new and demanding position and we wish him every success.

\*

To increase its capacity to give on-the-spot advice to municipalities, the Community Planning Branch recently added assistant planners to two of its regional offices.



David Henderson of the Branch's Subdivision section is the new assistant in Thunder Bay; and Andy Adamson has been hired to assist Krys Sowa in Sudbury.

Mr. Henderson was sent to Thunder Bay as a temporary measure but he liked the city and asked to stay.

Mr. Adamson was a member of the Official Plans section for two and a half years before leaving to pursue post-graduate studies at York University's Faculty of Environmental Studies.

## ● BOOKSHELF

A Proposal for Roadway Environment in an Existing Community.  
Using the Glebe, a mixed residential and shopping area of Ottawa, John Leaning has proposed a solution for traffic problems that has application for many older urban districts.

The Glebe has almost every imaginable type of traffic-- residential, shopping, rush hour, special events. It even has an expressway and a canal.

Mr. Leaning, an urban design consultant, makes detailed illustrated recommendations for improving each type of street: arterial, shopping, collector and residential. The goals of greater safety and free-flowing traffic are achieved without damaging the essential character of the district and with minimal destruction of buildings. 22 pp., illustrated. National Capital Commission.

A limited number of copies are available at no charge from the National Capital Commission, 48 Rideau Street, Ottawa 2.

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# Ontario Planning

DEPARTMENT OF  
MUNICIPAL AFFAIRS



## NEWSLETTER

MARCH 1971

### 1970 Planning Staff Conference

The Annual Planning Staff Conference, held in December at the Westbury Hotel, was attended by over 100 community planners and Department staff.

The theme which recurred throughout the Conference was the importance of local autonomy in local matters. In his luncheon address, Mr. McKeough said, "The government of Ontario has always recognized that the primary responsibility for...shaping the physical community, setting standards, and establishing priorities should rest with municipal councils."

The provincial government has intervened only when absolutely necessary and only until the municipal council was willing and able to assume its rightful responsibilities.

Enhanced local autonomy is one of the chief advantages of the new regional governments, said the Minister, particularly where planning is concerned. The expanded municipality can plan over a large territorial unit and has the resources to employ qualified staff. The enlarged government structure has the authority to make effective decisions about the region's physical and economic well-being and the confidence to participate with the province in decisions affecting the region.

Discussing the Design for Development program, Mr. McKeough stressed that each of the concept plans will be reviewed with the municipalities in the region and be modified if necessary before any plan is adopted. (A short outline of the Design for Development program and a look at the first Phase 2 report appear in this issue of the Newsletter.)

Turning to the responsibilities of planning, Mr. McKeough said, "Good planning is necessary if individuals are to have any confidence that the quality of their residential neighbourhoods



and the urban environment generally will be maintained and improved." Good planning is as necessary to the efficient movement of people and goods as it is to the protection of the natural environment. If sufficient thought is not given to sound planning the agricultural economy will suffer as will businesses, both large and small. Moreover, planning is "becoming increasingly important as the basis for provincial government decisions on financial and other assistance to municipalities".

As an example of planning responsibility, Mr. McKeough cited the development of rural and resort areas in the province. These municipalities have limited experience with rapid development and sometimes permit it to take place because it increases their assessment. Little consideration is given to the effects on the environment. Good planning for these areas requires that the desecration of the countryside be prevented, that agriculture be protected from unnecessarily high costs and unreasonable restraints, and that soil and water pollution be avoided--all this while maintaining an attractive environment for recreational activities and providing a satisfactory level of public services.

## Regional workshops suggested

The Community Planning Branch's annual Planning Staff Conference seems to have become too big to do the job it was originally designed to do. This is not necessarily a bad thing, for it means that there are many more planners in Ontario than there were 10 years ago.

But the easy informal atmosphere of those early meetings is gone. They were intended to give planners an opportunity to exchange ideas and compare problems with one another and with Branch staff. This is difficult to do in the present structured atmosphere.

At the 1970 session a remedy was suggested. Graham Adams, who until his move to the Department of Labour organized the Annual Conferences, spent some time last year looking into the idea of regional workshops. As he sees them, these meetings would give planning staff a chance to swap problems and solutions with other planners in similar situations. They would also supplement the Branch's program of regional conferences for planning board members, committees of adjustment and municipal councils.

Mr. Adams thinks that the workshops should be informal and arranged at the local level. He believes that the Community Planning Branch should help with the financing and keep itself informed by sending delegates, but that it should not take the



responsibility for running the workshops. He suggested that those attending the Conference take the idea home with them and discuss it with other planners in their areas.

Once the regional workshops are established the Annual Conference would become a meeting place for planning directors, for it will always be necessary for senior planners working under a common legislative umbrella to come together for discussion with each other and with Branch staff. The Annual Conference is still regarded as the best vehicle for this purpose.

## Here today... here tomorrow

*Here today...here tomorrow*

*A review of urban renewal procedures in Ontario.*

This report is an analysis of what happens when three levels of government undertake a program together--in this case, urban renewal.

In presenting the report at the Annual Conference, Jack Brown of the Urban Renewal Section pointed out that few formal procedures existed when the program began in the early 1950's. They were added as the need arose. But now the procedures which evolved must be rationalized.

Homer Borland, retired Director of Urban Renewal and Public Housing, Central Mortgage and Housing Corporation, was retained by the Branch to examine the procedures and suggest any necessary changes.

In his report, submitted in November 1970, Mr. Borland says the time has come to place on the municipalities most of the responsibility for formulating and carrying out renewal programs. While senior governments must continue to provide most of the renewal funds, their supervisory roles should be somewhat curtailed. To help ensure responsible spending by municipalities, however, Mr. Borland recommends a new method of sharing administration costs.

No decisions have been made on implementing any of the Borland report, pending a decision on urban renewal policies by the federal government.

Copies of the report, *Here today...here tomorrow*, are available at no charge from the Urban Renewal Section, Community Planning Branch, Department of Municipal Affairs, 801 Bay Street, Toronto 5.



## Study to define development choices for resort lakes

*Roughing it is not quite what it used to be. Cottagers who used to be quite happy to use a rather primitive bathroom now require not only bathrooms with hot and cold running water, but dish-washers and washing machines as well.*

The remarks, made during a discussion in the Legislature on cottage subdivisions, are those of Municipal Affairs Minister Darcy McKeough. Mr. McKeough was commenting on the lakeshore capacity study recently commissioned by the Community Planning Branch's Research and Special Studies section.

The problem: How many cottages can a lake support before it becomes polluted? The answer: No one really knows. We do know there is a maximum. Pollution in our recreational lakes has demonstrated this. But there is no foolproof way to measure the maximum before the pollution occurs.

To the Community Planning Branch with its responsibility for subdivision approvals this is a serious problem. Applications for cottage subdivisions must be examined with a set of criteria different from those for residential subdivisions. The most critical factor is the lake's capacity to absorb the wastes generated by cottage and other recreational development. To date that capacity has been estimated by guesswork from insufficient data, sometimes successfully, sometimes not.

The lack of adequate guidelines also affects seriously the drawing up of official plans. Until a municipality in a resort area knows the kind and quantity of development its lakes can accommodate, its official plan cannot be a meaningful document. Nor can the Community Planning Branch make an informed appraisal of it.

There are now about 150,000 cottages in Ontario (estimates go as high as 200,000) with 11,000 more being added every year. To handle the rapidly growing number of cottage subdivision applications and at the same time guard our lakes against pollution, the Branch requires definitive guidelines.

The difficulty has been to find people who could formulate a workable research project leading to a system of classifying Ontario's 250,000 lakes. Any project of this nature must span several disciplines and calls for people with considerable research experience in very specific fields.

The Research and Special Studies Section reviewed several proposals and chose that submitted by the Environmental Sciences and Engineering Programme of the University of Toronto. ESE meets the requirements mentioned above for it is a multi-disciplinary group of highly qualified researchers with the particular experience necessary for this undertaking.



S. J. Glenn Bird, the ESE member who is project director for this study, described the project at the Annual Planning Staff Conference. He and his colleagues will choose a number of test lakes. By analysing such data as their size, depth, physiographic region, watershed characteristics and so on, the group will determine the kind and number of recreational categories Ontario's lakes can be divided into. Much of the data will be gathered from an interpretation of aerial photographs to be supplied by the Department of Lands and Forests.

In each classification there will be a number of development alternatives open, each of which would have substantially the same effect on the lake in question. The choice would have to be made by the municipality on the basis of the type of development already prevalent in the area, the need for public recreational areas and other "social" factors.

An important underlying principle of the study, according to Professor Bird, is the integration of land and water capacities. It is no use determining that a lake can support 75 cottages, for example, if ground cover is sufficient for only 25 septic tanks.

Field work on the research program will begin in the spring but it will be a lengthy procedure. A preliminary report is not expected before the fall.

## Design for Development reports outlined

The Northwestern Ontario Report (page 6) was the last of four regional development reports to appear in 1970. Dr. R. S. Thoman, then Director of the Regional Development Branch, spoke at the 1970 Planning Staff Conference where he said the principal objective of the regional development program is the more effective and more efficient use of the provincial budget. He quoted Mr. Robarts' remark that the program is to give a rationale--an order--to the growth of Ontario. This policy, Dr. Thoman said, "is rather rare in North America".

He outlined the manner in which these reports are expected to appear for the nine regions (excluding the Toronto-Centred Region). The Phase 1 report is an analysis of needs and resources. Some of the information in this report is supplied by local councils and by regional development councils, and some is gathered by provincial staff. Phase 1 reports have been issued for the following regions: Northwestern, Niagara (Southwestern Ontario), Midwestern and Northeastern. A Lake Erie Region report is due shortly.

On the basis of the information gathered for the Phase 1 report, priorities are assigned for each county. These are discussed in each community and further evaluated as comments and briefs are received.



Initial policy recommendations are then issued in the Phase 2 report. This is a discussion paper. Dr. Thoman emphasized the need for much discussion so that policy decisions can be made with a full understanding of their implications.

An initial set of Phase 2 recommendations has been released for the Northwestern Ontario Region. (Its Phase 1 predecessor, released in November 1969 resulted from a pilot study financed by both the federal and provincial governments under an ARDA contract).

The Toronto-Centred Region study will not be neatly divided into three phases because of the complexity of the area. Instead, ideas will be carried forward cumulatively by a succession of reports, each of about the stature of the concept report--*Design for Development: The Toronto-Centred Region* (May 5, 1970).

Although the September 30 deadline has passed, briefs on the Toronto-Centred Region are still being received.

The Design for Development reports are issued by the Department of Treasury and Economics, Regional Development Branch, but are the result of close cooperation and mutual effort among all government departments and agencies. They owe a great deal, also, to the contributions of the local and federal governments and the private sector.

Future issues of the Newsletter will carry reports of each phase of the various studies as they are released.

## Choices for the Northwest

Most of the people of Northern Ontario would rather live there than anywhere else--if they had the choice. That's the catch. They often have no choice but to leave. The qualities they love the North for--its clean air, its spectacular scenery, its way of life--do not necessarily provide them with a living. Northern Ontario is at the wrong end of a pronounced economic disparity.

To deal with the North's very special problems, the provincial government's regional development program divides Northern Ontario into two development regions - Northwestern Ontario and Northeastern Ontario. The first of the northern development reports with specific policy recommendations was published in October 1970.

Although this report, *Design for Development: Northwestern Ontario Region, Phase 2*, applies specifically to the Northwest, many of its general recommendations may apply to Northeastern Ontario as well.



In the North, economic growth and the quality of life have a unique relationship. The balance between them is delicate indeed. Too much industrialization could destroy the life style so valued by northerners; and yet, without at least some growth, even the present residents may not be able to afford to remain. Maintaining this balance is the central concern expressed in the report.

*Phase 2* for this region (Phase 1 was released in November 1969) considers four alternatives as the basis for its 69 policy recommendations:

1. Maintaining the status quo
2. Encouraging out-migration and contraction
3. Promoting rapid expansion
4. Promoting moderate expansion

For a number of good reasons the report considers moderate expansion the most viable choice. Maintaining the status quo, with its attendant uncertainties, is unsatisfactory. Encouraging out-migration would meet with resistance from the inhabitants, and rightly so; in any case, since mines cannot be moved, workers must live near them. Rapid expansion not only is economically unfeasible, but would create a way of life alien to the majority of the people already living in the Northwest.

Moderate growth, concentrated in a few centres, seems to answer the most pressing needs.

The report calls for the creation of a minimum of 18,000 and a maximum of 54,000 new jobs between now and 1991. To do this it suggests incentives be provided to encourage industry to locate in the Northwest. It goes on to list 13 communities as either Primate, Strategic "A" or Strategic "B" centres where growth should be encouraged.

Priority should be given to the Primate centre, Thunder Bay. This city already provides a wide range of activities and opportunities on a regional basis. Its size, location and service facilities offer the best opportunities for further development.

The Strategic "A" centres--Kenora-Keewatin, Fort Frances, Dryden and Geraldton--are primarily resource-oriented but are diversified by some industry and a variety of retail and service facilities. Forest-based and recreational industries, as well as suitable manufacturing and service industries, should be encouraged here.

Most of the Strategic "B" centres--Atikokan, Rainy River, Red Lake-Balmertown, Sioux Lookout, Nipigon-Red Rock, Terrace Bay, Marathon and Manitouwadge--now depend on a single resource-based industry. They have service facilities only to meet the day-to-day needs of their inhabitants. Preventing decline and initiating moderate growth would be the aims here.



The building of new towns for specialized purposes such as mining would be discouraged unless mining operations are large or too remote from existing centres to use their facilities.

The advantages of the moderate growth policy are compelling. Focussing development on the selected centres is compatible not only with the aims of the provincial development policies, but with the aspirations of most of the people in the Northwest. Analyses have shown that the Northwest is capable of increased growth, but not in all places. The policy is not a radical departure from already established economic and settlement patterns and will not, therefore, alter the quality of life that is valued by most people in the region.

Finally, the report suggests that diversifying the economy and planning its growth will remove many of the uncertainties facing single-enterprise, resource-based communities.

Among the 69 recommendations are improvements in health, education and social services; better transportation and communication, both within the region and between it and southern Ontario; and strengthening the already existing primary and resource-oriented sector of the economy. These proposals, too, would be best served by the policy of moderate growth in selected areas.

Some form of regional government or municipal consolidation is advocated for those parts of Northwestern Ontario where it is desirable. Mr. McKeough, speaking at the formal presentation of the report, said that regional government as applied in the south may not be applicable in the Northwest because of the immense practical difficulties. But municipal *consolidation* may "have a very real relevance to Northwestern Ontario". He cited the new City of Thunder Bay as an example of "the benefits that can accrue from consolidation of municipalities which are close together and face common problems".

Speaking on the same occasion, the Provincial Treasurer, Mr. MacNaughton, said the implementation of the proposals "will depend upon a common commitment by not one, or two, but all three levels of government". Of equal importance, he said, will be "the cooperation and assistance, the drive and initiative of all the people and all the enterprise in Northwestern Ontario".

This report was compiled and produced by the Department of Treasury and Economics, in cooperation with a number of provincial departments including Municipal Affairs, Highways, Health, Education, Tourism and Information, and Lands and Forests. Copies of the report, *Design for Development: Northwestern Ontario Region, Phase 2*, are available at no charge from the Queen's Printer, Publications Centre, Parliament Buildings, Toronto 2B; or from the Regional Development Branch, Department of Treasury and Economics, 880 Bay Street, Toronto.



# ONTARIO PLANNING SEMINAR 1970

## land use models :

What is a land use model? Does your community need one? On December 7, 1970, the Community Planning Branch sponsored Ontario Planning Seminar 1970 to help over 100 municipal planning directors, consultants and provincial planning staff find out.

Planning "models" -- the name is somewhat misleading -- are usually mathematical models. They may be complex enough especially those for large urban areas, to require a computer but for many a manual calculator will suffice.

Information required for a land use or growth allocation model, as it is also known, includes age and distribution of population, type and patterns of employment, transportation -- in other words, those factors which describe the uses of land. The model is built from two sets of data (or more if they are available). The first set is the most recent obtainable and the second, the historical data, for a year in the past.

Once these data have been assembled and collated, it is possible to see the trends that have taken place over the period between the two base years. (This is called the calibration period.) Assuming the trends will continue, it is then possible to predict conditions 10 or 20 years into the future. The model goes farther, however, by pinpointing locational preferences of residents, industry and commerce in response to both market forces and government policies.

Suppose, for example, a job-intensive industry is introduced. Figures representing the estimated number of jobs, estimated traffic generation of the plant and so on can be fed into the model. The resulting figures will then give some idea of the implications of this new industry for population, housing, employment, and other factors over the entire area. Similarly, a new transportation system, new trunk sewers and water mains, or a high-density housing project could be postulated and fed into the model for testing.



The model estimates the probable impact of these actions on development patterns, providing the planner with improved answers to several important questions:

- will the impact of one government action (say, a new trunk sewer) work with or against the impact of another (say, a new expressway or a designated greenbelt area)?
- what will be the effect of one or more integrated sets of policies (land assembly, housing, open space, industrial development incentives, transportation, physical services) on development patterns?
- given that such policies are used effectively, to what extent can material market forces be influenced to produce development patterns which may be more desirable than those which would result from existing trends?

In other words, the growth allocation model tests the *practicability* of regional development plans and suggests means by which they can be *implemented*.

The land-use model is the most fundamental of the planning models. It is not the oldest model however; the transportation model preceded the land-use model in a cart-before-horse situation. Normally other models, such as transportation, population, financial and housing, would be built up from a basic land-use model.

To date, the only such model in Canada is one developed for Winnipeg. The Department of Municipal Affairs is currently co-operating with the City of Toronto in building a financial model, while several smaller models (population growth, economic growth, etc.) are being used in the Oshawa Area Planning and Development Study and other regional planning studies. An interdepartmental committee of the Ontario government is also at work on a recreational model for the province.

The basic ingredient on which a land-use model stands or falls is data. But this is true of the planning process as a whole. Part of the seminar, therefore, was devoted to data requirements. Model-building demands a wide range of accurate information. One of the greatest advantages of a model is that it obliges would-be users to search out data more diligently and systematically than they might otherwise do.

Methods of coding, storing and retrieving information are almost as important as the information itself. One method that is receiving a lot of attention and which Statistics



Canada (formerly the Dominion Bureau of Statistics) has begun using is geocoding. This is a system whereby a property is pinpointed by co-ordinates on an x-y axis. All the information collected on it is then recorded under these co-ordinates in a data bank to be retrieved as needed.

One of the principal attractions of geocoding is its usefulness to a variety of agencies and disciplines. Suppose, for example, a new highway were to be built. The highway engineer could feed into a computer the co-ordinates of all the properties lying in the projected roadway and find out what those properties were presently being used for, how much dislocation would be involved, how high appropriation costs were likely to be and so on. Assessors, demographers and planners also would benefit from a systematic application of geocoding.

Seminar 1970 was founded on three background papers mailed in advance to participants. These dealt with the planning process, analytical techniques for urban planning models, and the data requirements of new planning techniques. Three case studies, based on the background papers and well illustrated with slides, were presented during the seminar. The first of these discussed the models used in the Oshawa Area Planning and Development Study (OAPADS); the second, the growth allocation model developed for Greater Winnipeg; and the third, the data requirements of the OAPAD Study.

The discussants chosen to comment on each case study were professional planners with experience in the various areas. Bill McAdams, Planning Director for the Central Ontario Joint Planning Board, commented on the problems and advantages of model-building in the OAPAD Study. John Wright, Planning Director of the Regional Municipality of Ottawa-Carleton, commented on the applicability of the Winnipeg experience to the Ontario situation, particularly to his own municipality. Eva Samery, Research Planner for the Haldimand-Norfolk Study, discussed the general quality of the data available for model-building.

The seminar's content has not been reported at length here because the papers, case studies and proceedings are available in book form from the Queen's Printer (see order form below).

One aspect that emerged most forcefully from this seminar was the deplorable condition of data. Considerable discussion was devoted to ways of improving collection and storage of vital information and to the need for co-operation among various agencies using similar data. Several participants pointed out, as had the third background paper, that assessment data are invaluable to the planning process. Many lamented that this information is often discarded in the updating of assessment files.



One last comment for those in small municipalities who may regard model-building as something for big cities. This question was raised by one of the participants --- Of what use are models to smaller cities or rural areas, and how would they pay for them? The panelist who fielded that question pointed to the Toronto-Centred Region concept released last spring by the Ontario government. This area takes in many small municipalities, both urban and rural, he remarked. It is logical to build a land-use model for the whole region, incorporating the smaller municipalities as sub-models. These may not be particularly complex or comprehensive, but they are models. And they can help provide insight into the future development alternatives for both the entire region and the smaller municipalities which make it up.

Order form:

Please send me \_\_\_\_\_ copy/copies of *Ontario Planning Seminar 1970*, at \$10.00 each (postpaid). Enclosed is my cheque (payable to the Treasurer of Ontario) for \$\_\_\_\_\_.

Name: \_\_\_\_\_

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Mail your cheque and this form to: Ontario Government  
Bookstore, 880 Bay Street, Toronto 181; or Research and  
Special Studies Section: Community Planning Branch, Dept.  
of Municipal Affairs, 801 Bay Street, Toronto 181.



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W.H. PALMER, deputy minister  
D.F. TAYLOR, director

COMMUNITY PLANNING BRANCH

**ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS**  
801 BAY STREET · TORONTO 181 · ONTARIO



# ONTARIO PLANNING

JUNE 1971

newsletter

Wherever possible, the power to make decisions on local matters should rest with local authorities. It was partly in recognition of this principle that The Planning Amendment Act, 1970 provided for the setting up of land division committees to rule on applications for consent on individual land severances.

## land division committees... doing the job at home

The land division committee is intended specifically for the larger units of local government--county, regional, district and metropolitan. The committee's function is to grant consents to individual land severance applications for all area municipalities except those which already have committees of adjustment.

Under the terms of The Planning Amendment Act, 1970, committees of adjustment which existed before the act came into force (June 1970) may continue to operate as before. Committees of adjustment set up since then, however, do not have consent-granting powers unless their municipality had an official plan. After December 31, 1973, all committees of adjustment in areas without official plans will lose their consent-granting authority, although they will continue to deal with applications for zoning by-law variances.

Prior to the amendment of The Planning Act, consents could be granted either by the committee of adjustment (in municipalities that had them) or by the Minister of Municipal Affairs.

This system has both advantages and disadvantages. While members of the committee of adjustment had the necessary familiarity with the area, they often dealt with very few cases. As a result, many were unable to gain an adequate understanding of sound development policies. The Branch on the other hand, although it has access to the advice of expert planning staff, often lacked the all-important knowledge of local conditions. Because of the number of applications received and the distances involved, the inspections could not always be made.

The land division committee was designed as a way of securing the advantages of both the previous alternatives. First, it keeps the authority at home with the people

who know the area; and second, because it covers much more territory than a committee of adjustment, it provides members with more opportunity to acquire the experience necessary for sound planning decisions.

If the council wishes to guide the land division committee decisions it can do so by adopting an official plan. The committee's decisions must then conform to the official plan.

To date five land division committees have been set up, in the counties of Haliburton, Hastings, Lambton and Leeds and Grenville, and in the District of Muskoka. Five more will be in operation soon--in Prince Edward, Renfrew, Elgin and Bruce Counties, and in the Regional Municipality of Ottawa-Carleton.

The Community Planning Branch has a leaflet outlining the functions and organization of land division committees. Copies are available on request at no charge. Further inquiries should be addressed to the Director, Community Planning Branch, Department of Municipal Affairs, 801 Bay St., Toronto 181.

## THE NEW MINISTER

The Honourable Dalton Bales, Q.C., was appointed Minister of Municipal Affairs in March this year. Mr. Bales first joined the Cabinet of Premier Robarts as Minister of Labour in September 1966. He has been a member of the Legislature since 1963.

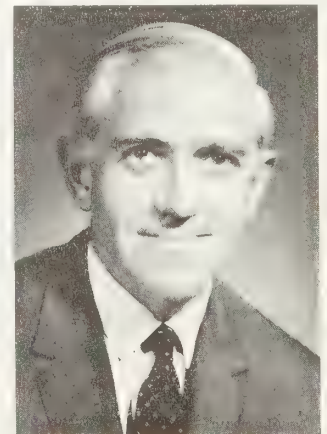
A native of North York, Mr. Bales served four years as an alderman for North York. During this period he was chairman of the Industrial and Works Committee. He was also chairman of the borough's Board of Health from 1960 to 1965.

As Minister of Labour, Mr. Bales was responsible for the introduction of the Employment Standards Act which protects the unorganized work force. This Act established also new provisions for hours of work, overtime pay, equal pay for men and women and statutory paid holidays.

Among the many other accomplishments of his period as Labour Minister, Mr. Bales numbers the extended scope of the Ontario Human Rights Code and the enactment of the Women's Equal Employment Opportunity Act.

Mr. Bales succeeds the Honourable Darcy McKeough, who has been appointed Provincial Treasurer.

*The Honourable  
Dalton Bales Q.C.  
Minister of  
Municipal Affairs*



*The following article on transportation bears careful reading. Although it expresses the personal opinions of the author, many of the problems he cites are with us now in our larger cities. But perhaps even more important, our smaller cities are on the threshold of these same difficulties. While many may disagree with the solutions suggested, there can be no doubt that solutions are urgently needed.*

## transportation.... a means to an end

Traffic is a subject which arouses almost as much comment and complaint as the weather. We have all experienced the frustration of bumper-to-bumper automobile traffic, waiting in the rain for a bus, breathing exhaust fumes, dodging downtown traffic, waiting out a transit strike, and concern at increasing municipal transportation budgets. Since we experience these things all too often, they are of growing concern to each of us.

In discussing urban transportation, it is important to stress the fact that transportation and communications are central to the functioning of any city, and the quality and vitality of any city will, over time, rise or fall in direct measure with the quality of its transportation system. Other public and private enterprises also directly affect the quality and vitality of a city, of course, but it is important to realize that transportation has a direct effect upon the *shape* of a city and the type of housing, neighbourhoods, shopping areas and industrial centres which it contains, as well as the more obvious function of *serving* travel and transportation needs of its inhabitants.

Because of this, transportation must be considered as a means to an end rather than an end in itself. The aim of improved transportation must be a better city; if improved transportation does not, in either the short- or long-term lead to a better place for us to live, work, learn, transact business, and enjoy ourselves, then we must go back to the drawing board and find another way of improving transportation.

Some of the more obvious urban transportation problems that we now face include automobile and truck traffic congestion during peak periods of travel; severe and rising accident tolls; increasing levels

of noise, air pollution, tension and neighbourhood blight caused by automobile traffic and parking requirements; the destruction of developed areas to provide additional road capacity; a general decline in the quality of public transit service, coupled with steadily rising operating deficits; and large and rapidly increasing capital and operating costs for improved highway and parking facilities. In spite of enormous public investments during the past several decades, there has been a *decrease* in the level of transportation services provided to many segments of the urban population--the young, the old, the infirm, and the poor. Frustration is growing among urban dwellers who are experiencing continuing decline in the level of transportation service, coupled in most cases with rising financial and social costs.

The underlying causes of these problems include rapid, low-density post-war growth of Canadian urban municipalities; centralized employment concentrations in both downtown and some suburban areas, combined with highly decentralized residential development patterns; rapid growth in automobile ownership and use; and relatively few significant improvements in public transit technology and services. The private automobile has unquestionably become predominant in all Canadian urban centres, with 80 percent or more of total daily trips accommodated by this mode of travel. Experience in large cities throughout the world and technical analyses of the carrying capacity and space requirements of the private automobile, point clearly to the fact that *relying solely or even primarily upon the private automobile to solve urban transportation problems in growing cities of 100,000 people or more must lead to frustration under the conditions of urban form and densities which we have come to expect in our larger cities.*

In other words, the amount of urban land required for downtown parking spaces and urban expressways if we attempted to serve a large city primarily by private automobile transportation would eliminate the viability of the city as a functioning urban unit. Putting expressways underground and building underground parking lots or vertical parking garages above ground is certainly a limited possibility and has occurred to some extent for down-

town parking. The main problem, however, is one of sheer dollar cost: why spend the large sums of money needed to provide such space for large metal objects carrying very few human beings, if there is an alternative approach which will carry the human beings in comparable comfort and at comparable levels of speed and convenience at much less cost?

And here we come to the central issue of urban transportation. Those who can afford an automobile use it because it is comfortable, private, available when they want it and goes where they want it to go. Public transit by comparison is at least twice as slow for most trips, often requires long waits and is often crowded, noisy, and uncomfortable. Small wonder, then, that most people who are able to will choose the private automobile.

Since the private automobile simply will not work at reasonable cost, as the prime means of transport in our larger cities, what do we do about this dilemma? Three possibilities come immediately to mind.

The first is to stop providing improved streets and highways, thereby allowing traffic congestion to become so severe that some people at least will use public transportation. This is a regressive step which most of us would find totally unacceptable.

The second alternative is to charge tolls for private automobile use of downtown streets, or even prohibit private automobiles in certain downtown streets or areas. This alternative too is largely unacceptable to today's society, although there has been some action along these lines. For example, Sparks Street in Ottawa has been successfully turned into a pedestrian mall. There is also a growing tendency to consider raising downtown parking rates for all-day parking. This would have the double effect of encouraging some automobile commuters to use public transport and of freeing downtown parking space for shoppers or other short-term users of the city's core amenities. It would also help finance needed transportation improvements.

The third approach is to improve the comfort, speed, convenience and reliability of public transportation --so that it is equal to or better than the private automobile for many if not most urban trips. This approach is the one we must concentrate

on. The vast bulk of public transit today is provided by buses running on the same streets as automobile traffic and therefore subject to the same congestion and delays. Rapid transit vehicles--subways, commuter trains, or buses on their own rights-of-way--can provide much higher speeds but are expensive and therefore difficult to provide in all sectors of a large urban area.

There has been much talk and some action during the past few years about developing new technological approaches to urban public transit. These approaches have included large conveyor belts carrying both people and vehicles, guideways in which "people capsules" would zip from place to place under automatic guidance, and so-called dual-mode systems in which small vehicles could be manually driven on ordinary streets but also driven onto automatic guideways where they would proceed automatically in trains at high speeds.

These systems are all interesting, and it is quite possible that they will be technologically feasible at a reasonable price during the coming decade or two. The main problem associated with them is that of *evolution*: how do we, in a free enterprise economy, evolve from our present dependence upon the individually owned automobile to a system of completely different vehicles and guideways, without disrupting both our cities and our economy in the process? Good minds have been pondering this question for some time, but no easy solution has emerged.

Because of these problems, it seems unlikely that any one single technology or mode of transport will emerge as *the* solution to our urban transportation problems during the next 30 years. Probably by the year 2000, we will still have a hybrid system of private automobiles, transit vehicles running on surface streets and rapid transit vehicles on their own rights-of-way, possibly combined with dual-mode vehicles capable of being operated on both surface streets and special guideways. If this is the prospect, we must ensure that our urban environment does not degenerate significantly during the next 30 years. For example, private automobiles by the year 2000 must be propelled by pollution-free engines. The same must be true of public transit vehicles. Also, various levels and qualities of public transit service must be provided: some low cost

services with relatively low levels of privacy and individual convenience to serve high volume corridors, and other higher quality services, somewhat like taxi cabs, serving more dispersed trips at higher prices.

As a basis for considering the alternatives, we must consider briefly what large Canadian cities may be like in the year 2000.

If present trends continue, our cities will probably be larger versions of present-day Toronto, Montreal and Vancouver. They will be less pleasant places to live for a number of reasons:

Expressway--a.



- smog and water pollution will be serious if not catastrophic problems
- downtown areas will be dominated by parking lots and garages to a much greater extent than at present
- arterial streets will have been widened to the detriment of adjacent properties and will still be highly congested for much of the day
- it will take probably 25 percent to 50 percent *longer* to go from A to B in these cities than it does now
- residential areas will be a proliferation of homogeneous and essentially dull suburban housing tracts with little in the way of community facilities to provide a meaningful collective experience for those living there
- because of these problems, particularly the latter, much of the population and most crucially the younger generation will be increasingly alienated from "the establishment" and looking for means of fulfilling their lives outside the usual bonds of society.

app. 500,000 m.



This may seem unduly pessimistic but the experiences of large cities in the United States, Europe, Japan and elsewhere do not provide strong ground for optimism.

In contrast, what kinds of cities would we *like* to have by the year 2000? We must start with our existing cities, but we must bear in mind that we will be adding during the next 30 years as much urban population and physical plant to serve and accommodate them as we have provided in Canada from the beginnings of our history until the present year.

The following is a sketch of one possible way in which our large urban areas might be developed by the year 2000 to overcome some of the problems described above:



- rather than uniform, amorphous areas, our large urban areas will be made up of mosaics of smaller residential communities and nuclei of employment, commerce, education and recreational activity centres, separated by well-defined open spaces and green belts linked by high quality transportation facilities
- residential communities and major activity centres, and the transportation facilities serving them, will be designed to separate pedestrians from privately operated vehicles and goods vehicles, in turn, from other forms of traffic. Significant areas, particularly in special activity centres, will be entirely clear of private automobile traffic; truck traffic will operate at the periphery of such areas or underground, and only public transportation facilities will serve these areas directly
- many, if not most, urban households will own or lease a private automobile (with pollution-free engines) but these will be used primarily for trips to the country or to other cities rather than for intra-urban trips
- the residential communities and activity centres described above will be linked by a form of high-speed intra-urban public transit, possible "personalized rapid transit" of small vehicles operating automatically in a guideway system, but more likely a more conventional system of larger rapid transit vehicles operating on grade-separated rights-of-way, as we know them today but highly automated and possibly using different means of suspension and propulsion
- trips within residential communities and activity centres will be served largely by one or more forms of demand-responsive public vehicles and by pedestrian ways; conflicts between pedestrians and various types of vehicles will be largely removed by grade separation.

This may not be the kind of city you would like to see by the year 2000. But the important point is that each of us individually, and all of us collectively, must reach agreement and take action soon on the type of cities we wish to have by the year 2000. Otherwise, we may end up with cities which nobody wants.

Obviously, transportation will play an important role in trying to achieve better cities in the future and decisions in this area are urgently required; it will take probably most of the next 30 years to build these transportation systems and a delay of even five or ten years will have a serious effect on the quality of life in our cities by the year 2000.

There are many steps involved, none of which is particularly easy to achieve, or inexpensive. The alternative, however, will be immensely more expensive in the long run, both in dollars and in the social costs which will face us and our children. The choice is clear: either we accept existing trends toward an automobile-dominated urban environment or we lay long-range plans and work step-by-step toward a different kind of urban future with a more human environment and, incidentally, a more efficient transportation system. I hope you will agree with me that the latter alternative is worth striving for.

Neal A. Irwin

#### FOOTNOTE

\*This article is adapted from a speech presented by Mr. Neal A. Irwin, a partner in a Toronto Consulting firm, to the Vancouver Board of Trade on March 1, 1971.

er ) separated  
transit may  
be one answer

As part of its mapping program the Branch is producing boundary maps of the regional municipalities. The first of these sets was for Ottawa-Carleton. The latest two are those of York and the District Municipality of Muskoka. Maps for Niagara are nearing completion.

## growing and growing

Each set consists of three two-colour maps. The first page shows the whole area, while pages 2 and 3 are a record of the annexations and expansion of the urban areas within the region.

The maps are available from the Department of Municipal Affairs, Community Planning Branch at \$2.00 per set. Cheques or money orders should accompany requests and be made payable to the Treasurer of Ontario.

D. F. TAYLOR director of community planning  
K. STEPHEN editor

## community planning branch

THE HONOURABLE DALTON BALES O.C. minister of municipal affairs  
W. H. PALMER deputy minister

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS

801 BAY STREET  
TORONTO 181

# ONTARIO PLANNING

For the past three years, urban renewal has been the subject of much analysis, contemplation and debate. Basic to the general concern that surfaced in mid-1968 were the various approaches to residential improvement -- often confused with the much broader problems of the established, older and problem-ridden urban cores. Better housing through the improvement of neighbourhoods is one thing; renewing and redirecting the heart of the urban community is quite another.

## four faces of downtown renewal

Although residential problems currently occupy much of the lime-light, interest continues in the renewal of the "Downtown" in a wide range of Ontario communities. Oshawa, Sarnia, Thunder Bay (Fort William), North Bay and Sault Ste. Marie represent a few that verged upon definite action but were unable to obtain adequate financial aid pending review of the federal program. Wallaceburg, Cayuga, Ridgetown, Kirkland Lake are a few that were unable to proceed past the general community-wide renewal studies of 1964-1968.

Virtually all municipalities are continuing to pursue a variety of ways and means of improving their downtown cores. The "Norwich Plan", a general "do it yourself" face lift approach has been the most popular, followed by the mall concept, and in some cases, a union of public authority and private investment through the use of Section 20 of The Planning Act. Norwich Plan efforts can be seen in Guelph, Niagara Falls and Sarnia; Section 20 is being used in Sarnia, Kitchener, Oshawa and Prescott.

Major problems facing many urban communities include the changing functions of the core. Many areas face the virtual demise of the core as a retail trade centre in the face of large, peripheral shopping centres, regional trading areas and changing tastes and attitudes. Other areas find themselves having to make a choice of reinforcing their cases in the light of regional developments, or abandoning the existing "plant". Obviously all the old "main streets" cannot fill the role they had sixty years ago. Some will take on a new function, while others may well assume an undreamed-of importance within a regional context.

Within the former program of federal-provincial financial aid of 1964-1968, four cities have vital projects that are tributes to the concept of urban renewal and the re-positioning of the core of the urban community. These are Windsor, Sudbury, Hamilton and Thunder Bay (Port Arthur). Their efforts are the major achievements of urban renewal in Ontario.

### *Windsor - Downtown:*

In Windsor an area of about ten acres of blighted commercial and residential buildings has been completely cleared. The cleared land has been disposed of for the development of a private high rise apartment building, a two-block department store complex, a court house, a county registry office and a fire hall. Acquisitions are continuing to extend the area. Plans to relocate the fire hall have been carried out and a new fire hall has been constructed outside the urban renewal area.

With the construction of new buildings in the remainder of the area, expected early in 1972, Windsor will have rounded out some ten years of renewal activity in its downtown core. Aside from aid from the Province and the Federal Government, the City has made major contributions on its own: the redevelopment of its river front for park and hotel purposes; a new city hall; new policy building and Family Court; a new civic auditorium; a multi-storey parking garage and the relocation of the cenotaph to a central commanding position in the area. The Province through the Department of Tourism and Information coordinated its interests by locating a new tourist information centre adjacent to the area.

### *Sudbury - Borgia Street:*

This is an area of approximately 59 acres situated directly north of the Central Business District. Originally it was composed of an extensive mixture of incompatible uses, including residential, commercial and industrial.

In the scheme study, 82 percent of all properties were found to be in poor condition. Nearly all of these properties have now been cleared and the original street

SEPTEMBER 1971

newsletter

pattern replaced by a comprehensive road system. During the past year 110 public housing units have been completed, and many of those previously living in the area have moved into them.

An 11-acre commercial centre is scheduled for completion at the end of this year. This centre will include a department store and specialty stores, parking facilities for 800 automobiles, three movie theatres and a hotel.

In the coming year the City's Urban Renewal Commission anticipates that housing construction will commence on a further 11 acres of cleared land. Plans received to date indicate the possible development of 400 units in this area during the next three years.

#### *Hamilton - Civic Square:*

Hamilton's Civic Square is located in the central core opposite the new City Hall and covers an area of 43 acres. The area was an inefficient and blighted mixture of commercial and residential uses.

Redevelopment of the square involved complete removal of existing commercial uses and the addition of public as well as new commercial uses. Public facilities include the Board of Education administration building (completed), a theatre auditorium (March 1973), a trade centre (construction to begin in 1972) an art gallery (construction to begin in 1972 or 1973) and a library and expansion to the market (starting dates not determined).

Phase I, due for completion in the spring of 1972, includes the 26-storey Stelco office tower, a

banking pavilion, malls, two cinemas, underground parking facilities and more than 100,000 square feet of retail commercial space.

The remaining phases (there are six in all) include a department store, additional retail space, another office tower, a hotel, an expansion to Eaton's store and a residential development of 800 units.

All the necessary property has been acquired; the project is expected to be completed in 1975.

#### *Thunder Bay (Port Arthur)- Central Business District:*

The scheme area comprises 284 acres of the Central Business District although the first phase now being implemented covers only 30 acres. Within this area were found a series of problems related primarily to the district's function as a commercial, light industrial and residential centre combined with deteriorated and obsolescent buildings and an inadequate traffic system. An outline of the plan concentrates on the improvement of the road system and improvements to the downtown commercial core.

Related to this will be the development of a civic centre and open space. Acquisition and demolition are proceeding and a developer has been selected. Social welfare agencies have taken an active part in the Thunder Bay urban renewal area. Federal and provincial agencies, together with various private groups, have taken on considerable responsibility in helping the people of the area adjust to the new conditions.



*photo left:  
apartment building  
and shopping centre,  
Windsor*

*photo right:  
Windsor's relocated  
cenotaph with  
Family Court building*



photo above:

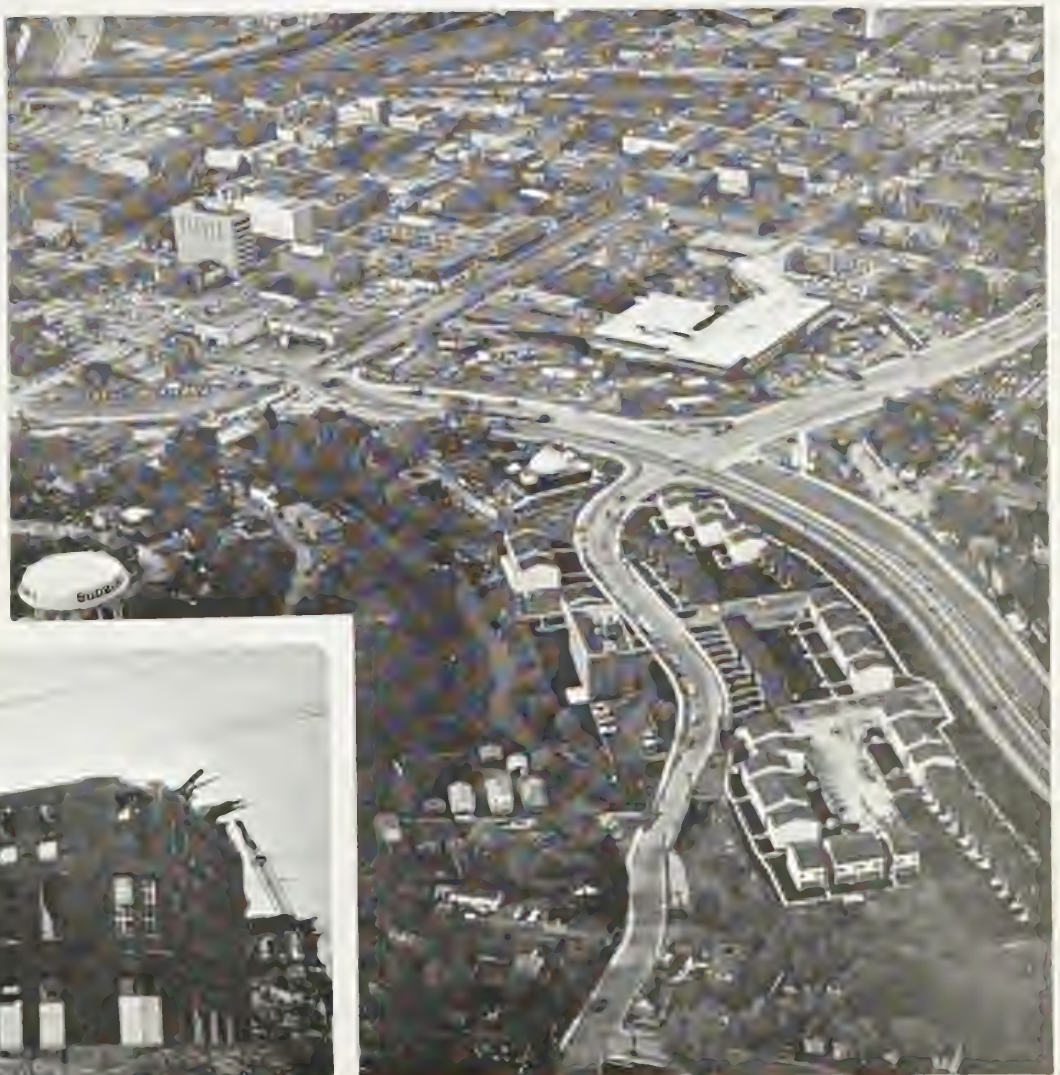
Board of Education  
administration building  
in Lloyd D. Jackson  
Square, Hamilton.  
City Hall is in lower  
left corner (not shown)

photo right:

Borgia Street project  
with shopping centre  
(upper right)  
nearing completion

photo below:

demolition of  
Salvation Army hostel  
in Thunder Bay's  
urban renewal project



## bookshelf

### Urban Problems - A Canadian Reader

This newly published collection contains some 80 articles covering 400 pages. Although some were written some years ago, the careful selection has ensured that the collection as a whole is relevant to the present.

The opening articles deal with the broad aspirations of urban planning; most of the collection comprises a series of informative essays, grouped into subject headings such as urban sprawl, transportation, housing and conservation, concluding with forms of government and a glance of the technology of the future.

Each article is well informed, stimulating and, with its relative lack of jargon, takes only a few minutes to read.

The contents of some subjects, poverty and land tenure in particular, is sketchy; these exceptions serve to emphasize the good standard of the remainder. A general impression is that the content of the collection would have benefitted if more suggestions had been offered on the kinds of solutions available to specific urban problems of the next decade, such as the design of areas for housing, commerce and industry, to help the reader bridge the gap between the present problems which the book describes so well and the problems of the end of the century, which still read like science-fiction.

This apart, the book provides a moderately priced, readable and well-balanced introduction to urban "planning" which it rightly presents as encompassing a very wide range of interests and activities. It should be read, or "dipped into" by concerned citizens of any age or interest; it could be read with advantage by planners and others professionally engaged in urban development to ensure that they do not lose sight of the ramifications of their activities.

D.T.

*Urban Problems - A Canadian Reader.*  
Ralph R. Krueger and R. Charles Bryfogle, eds. Holt, Rinehart and Winston of Canada, Ltd., Toronto.  
1971. 408 pp. \$5.25.

## box scores: official plans

During the second quarter of 1971 a total of 10 new official plans were submitted to the Department for appraisal. Another six, submitted previously, were approved by the Minister. In the same period, 63 amendments were received and 46 approved. Submissions and amendments are as follows:

### OFFICIAL PLANS SUBMITTED

April, May, June

Beaver Valley

Central Lambton

Dowling

Elliot Lake

North Dumfries

Peterborough - City

Pittsburgh

Port Perry

St. Catharines

Wyoming

TOTAL 10

### Approved by Minister

East Bruce

Elmvale

Niagara-on-the-Lake

Nipigon

Shelburne

Kemptville

TOTAL 6

### Approved by O.M.B.

TOTAL 0

### Amendments Submitted

Amabel - Twp. #1

Aurora - Town #4

Belleville & Sub. #10

Brampton #54, #55

*continued*

Caledon - Twp. #1  
Collingwood #20  
Cornwall #4  
Darlington - Twp. #6, #7  
Dunnville #9  
East York - former Twp. #11  
Etobicoke #236, 237, 238, 239  
Fort Frances #22, #21  
Goulbourn - Twp. #4, #5  
Grimsby #10  
Markham - Town #27, #29, #31  
Milton #3  
Mississauga, #227, #228  
Neelon & Garson - Twps #5  
Newmarket #5  
Niagara-on-the-Lake #1  
North York - #252  
Oshawa - City #34, 33  
Pembroke - City #8  
Pickering #16, #17  
Port Hope #1, 2, 3  
Richmond Hill #3  
Sandwich West - Twp. #1  
Sault Ste. Marie #12, #13  
Scarborough #267, 268, 270, 271,  
#272, 273  
Seneca #3  
Shuniah #7  
Sudbury #15  
Tay - Twp #1, #2  
Toronto #8,  
Valley East Twp #2, #3, #4  
Windsor - City #57, 58, 59, 60  
Woodstock - City #1

TOTAL 63

Amendments Approved by Minister

Albion-Caledon East #1  
Aurora #3, #4  
Brampton #53  
Caledon #1  
Darlington #6  
Dunnville #9  
Etobicoke #236, #237, #238  
Fort Frances #19  
Georgetown #7, #9  
Hamilton #270, #271  
Hamilton-Wentworth #68, #73  
Kingston - City #56  
Kitchener #25  
London - City #86  
Maidstone #4  
Markham #25, #31  
Mississauga #222, 224, 226  
Mitchell & District #1  
Niagara Falls #47  
Paipoonge #10  
Pembroke - City #8  
Petrolia #1  
Pickering - Twp. #17  
Sandwich West - Twp. #1  
Sault Ste. Marie #9, #10  
Scarborough #272, #273  
Stratford - City #1  
Sudbury #14  
Toronto #3  
Valley East #4  
Whitby - Town #14  
Windsor #54, 55, 56, 57

TOTAL 46

Amendments Approved by O.M.B.

Fort Frances #17

TOTAL 1

# box scores: subdivisions

## SUBDIVISIONS SECTION STATISTICS

April, May, June 1971

D/A - draft approval  
N/A - not approved  
F/A - final approval  
Gr'd - granted

County, Region, or District	SUBDIVISIONS					CONSENTS			CONDOMINIUM			
	New Appl. Rec'd	Draft Plan			Lots on Reg. Plans	Appl. Rec'd	Gr'd	Not Gr'd	Rec'd	D/A	N/A	F/A
		D/A	N/A	F/A								
METRO TORONTO	5	9	1	15	320	-	-	-	8	23	-	8
NIAGARA	6	6	-	7	276	-	-	-	1	-	-	-
OTTAWA	7	3	1	3	113	36	46	1	3	1	-	1
CARLETON	16	1	2	4	28	29	3	1	3	-	-	1
YORK	8	2	2	3	39	-	2	-	-	1	-	-
MUSKOKA	4	1	-	1	11	4	7	-	-	-	-	-
BRANT	5	3	1	1	90	52	74	16	-	-	-	-
BRUCE	1	3	-	-	-	26	10	1	-	-	-	-
DUFFERIN	2	-	-	-	-	55	58	12	-	-	-	-
ELGIN	-	1	1	4	342	111	64	15	-	-	-	-
ESSEX	3	1	1	4	272	85	27	4	-	-	-	-
FRONTENAC	2	2	-	-	54	83	140	16	-	-	-	-
GREY	1	1	-	-	43	13	7	2	-	-	-	-
HALDIMAND	4	2	2	2	42	-	-	-	-	-	-	-
HALIBURTON	12	8	2	8	595	-	-	-	2	-	-	3
HALTON	3	4	2	-	5	-	-	-	-	-	-	-
HASTINGS	2	2	-	3	65	50	35	6	-	-	-	-
HURON	3	2	1	2	36	36	24	1	-	-	-	-
KENT	3	3	1	4	82	-	-	-	-	-	-	-
LAMBERTON	1	-	-	-	-	122	54	21	-	-	-	-
LANARK	1	-	1	-	-	12	59	5	-	-	1	-
LEEDS & GRENVILLE	2	3	1	-	-	54	32	4	-	-	-	-
LENNOX & ADDINGTON	2	-	1	2	183	63	33	9	-	-	-	-
MIDDLESEX	-	-	1	-	-	12	11	1	1	-	-	-
NORFOLK	5	3	1	1	37	125	60	14	-	-	-	-
NORTHUMBERLAND & DURHAM	12	6	6	7	223	18	10	5	1	1	-	-
ONTARIO	3	1	-	1	42	22	11	-	-	-	-	-
OXFORD	6	8	-	12	1283	-	-	-	4	-	-	1
PEEL	1	2	-	3	30	47	26	4	-	-	-	-
PERTH	5	7	1	-	-	104	47	20	-	-	-	-
PETERBOROUGH	2	2	-	-	-	115	36	9	-	-	-	-
PRESCOTT & RUSSELL	1	1	1	-	-	32	17	6	-	-	-	-
PRINCE EDWARD	3	2	-	2	3	36	87	19	-	-	-	-
RENFREW	8	4	4	5	192	78	39	16	-	-	-	-
SIMCOE	5	-	-	-	21	83	35	2	-	-	-	-
STORMONT DUNDAS & GLENGARRY	2	2	3	-	276	64	28	16	-	-	-	-
VICTORIA	4	8	1	9	338	35	45	-	2	-	-	-
WATERLOO	2	-	5	3	142	28	21	6	-	-	-	-
WELLINGTON	3	5	-	21	1606	-	-	-	1	-	-	1
WENTWORTH	3	3	1	2	28	60	43	6	-	-	-	-
ALGOMA	1	2	2	-	62	41	30	5	-	-	-	-
COCHRANE	1	-	-	13	108	-	52	7	-	-	-	-
KENORA	2	-	-	-	-	53	38	7	-	-	-	-
MANITOULIN	3	7	-	11	115	39	24	12	-	-	-	-
NIPISSING	10	17	1	2	40	184	81	15	-	-	-	-
PARRYSOUND	2	-	-	1	24	-	16	1	-	-	-	-
RAINY RIVER	6	5	1	3	99	79	39	6	-	-	-	-
SUDBURY	4	-	-	-	144	-	18	3	-	-	-	-
THUNDER BAY	-	3	4	1	33	33	17	4	-	-	-	-
TIMISKAMING												

APPEALS FOR THE LAST THREE MONTHS : Hastings 4; Frontenac 5; Northumberland & Durham 4.  
COMMITTEE OF ADJUSTMENT.

The chart on subdivision activity for the second quarter of 1971 lists applications received, plans which received draft or final approval and those which were not approved.

The list is drawn up by county, region, municipality, or district, and includes also statistics on consent applications and condominium plans

## cleaning up under section 30a

Rundown housing is a problem every municipality in the Province is familiar with. Littered yards, sagging steps, and crumbling foundations -- we all know examples that spring immediately to mind.\*

To prevent, and also to correct these trouble spots, section 30a of The Planning Act permits municipalities to pass minimum housing standards by-laws. The section applies only where there is an official plan in effect which includes provisions relating to housing conditions. (Official plans without this provision may be amended to include it.) By-laws adopted under section 30a may prescribe standards for the maintenance and occupancy of residential property, prohibit the use of property that does not conform to these standards, or allow for substandard structures to be demolished.

Eight municipalities presently have minimum housing standards by-laws: Etobicoke, Hamilton, Kingston, London, Mississauga, Sault Ste. Marie, Sudbury and Vanier. The by-laws in Ottawa, Toronto and Windsor were set up under private legislation before 1964 when section 30a came into effect. Sault Ste. Marie and East York have by-laws regulating non-residential property passed under private legislation, as well as their housing standards by-law passed under section 30a.

Ottawa also has a by-law applying to non-residential property adopted under its private legislation.

Ten more municipalities (North York, Lindsay, Michipicoten Township, Oakville, Napanee, Peterborough, Woodstock, Oshawa and Pickering Township) have submitted draft by-laws to the Department for comment. Interest is evident in many other areas.

### *Official Plan Requirements:*

The information required in the official plan includes the quality of existing housing, conditions of overcrowding, patterns of ownership and tenancy, and so on. Much of this information may be available from an urban renewal study; some of it may have to be gathered especially for the official plan.

It should also include those public plans and programs designed to protect neighbourhoods and to inspire confidence on the part of the owners. Poor services, heavy traffic, noise, pollution and poorly maintained public property mitigate against any owner investing his own time and money in maintaining his own property. Hence, the importance of the official plan in any program of this kind.

If an amendment to an already effective official plan is being considered, the same information must be included. Fourteen municipalities, including most of those which now have by-laws, amended their official plans for this purpose.

It is encouraging to note that many of the official plans recently approved by the Minister include the provision for minimum housing standards by-laws, and several more municipalities have included it in their proposed official plans.

### *Administering the By-laws:*

The administration of the by-laws tends to vary considerably. Sudbury, Etobicoke and London, for example, act only on complaint, whereas Toronto is conducting a 100 percent inspection program. Hamilton's by-law applies to urban renewal areas only; Kingston conducts random sampling in older sections. Mississauga has a comprehensive by-law covering debris and ponding conditions which it often uses instead of the minimum standards by-law.

Toronto and Ottawa have additional provisions in their by-laws which enable them to make loans to homeowners to help defray the costs of repairs. Toronto has a limit of \$5,000; Ottawa, \$1,800.

A by-law administered on an inspection basis, like Toronto's, enables the municipality to provide a service to residents much like that of the fire department's annual inspections. In spite of earlier adverse publicity, such as arguments over the temperature of bath water, a more solid understanding of the purpose is now evident. *Prevention and service* should be the keynotes, with help and education as the main municipal objective.

\*The Maintenance of Residential Property -- Program for Ontario (the Lawson report), published last year by the Community Planning Branch, documented conditions in detail.

One final word to those about to consider a maintenance program: Go slow, make sure the objectives of the program are understood; involve the people; and call on the Community Planning Branch for help. A great deal of experience - good and bad can be shared.



*Under the Revised Statutes of Ontario, effective September 1, 1971, Section 30a becomes Section 36.*



## computer program for subdivisions

It's one thing to be nagged by the boss or by the customer, but the Subdivisions Section has a nagging computer.

Keeping track of the status of subdivision applications has become a monumental task. There are at any given time about 1000 applications under consideration by the section. Each application must be commented upon by an average of seven agencies outside the Department of Municipal Affairs. The job seemed a natural for a computer program, so Subdivisions had one prepared. Now, after a year of operation, most of the bugs have been ironed out and the system works smoothly.

It goes something like this. When an application is received the date is noted and all pertinent information-- land use, number of lots, servicing, location (accurate to within 100 metres on the National Topographical Maps) and so on -- is fed into the computer. A letter of acknowledgement is sent to the applicant and this fact is also recorded. The computer is programmed to refuse any more information unless and until that letter is sent. Any further correspondence with the applicant is fed in as it is received and the computer will refuse to accept additional information until each letter is answered. Also recorded are the various agencies to which copies of the application have been sent, together with the date they were forwarded.

Every two weeks the section receives a complete printout on every one of the 1,000 or so files. This is where the nagging comes in. The printout indicates who has copies of the application and how long they have had them. It also keeps a running total of the number of days since the application was first received. Furthermore, since the computer does a printout on every single application those on which nothing has happened for a while keep turning up like bad pennies every two weeks to jog the memory.

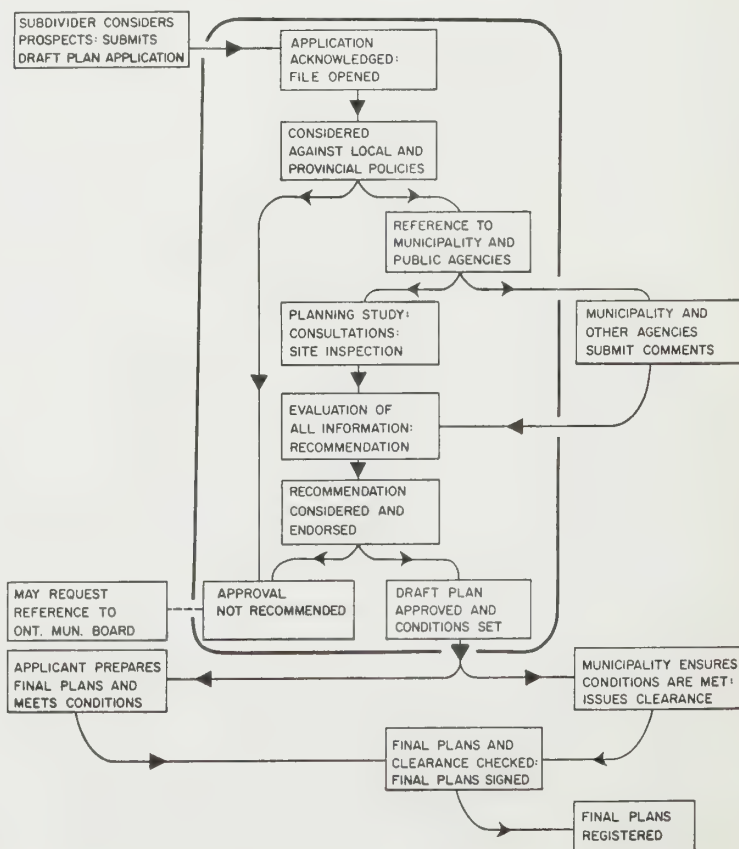
## road to subdivision approval

The diagram, right, is an outline of the steps involved in the approval of a draft plan of subdivision. Procedures within the heavy black lines are those which take place

in the Subdivisions Section. These are under the direct control of section staff. Once the application leaves the section, however, delays are apt to occur that staff can do little about. Sometimes, for example, an application must be sent to a county council which meets only once a month; sometimes it must await a final decision on the exact route of a proposed highway; and so on.

For a detailed description of the steps which must be taken by a person wishing to subdivide property by plan of subdivision, see the Branch's publication *So you want to subdivide* (1970). This manual gives a comprehensive description of the procedures which must be followed to obtain approval of a plan of subdivision. It is available from the Queen's Printer at \$2.00 per copy. Cheques should be made payable to the Treasurer of Ontario.

## SUBDIVISION BY PLAN: approval process



## designated municipalities

The Minister of Municipal Affairs is required by The Planning Act to name a "designated municipality" in each joint planning area -- that is, in each planning area that includes more than one municipality. This practice is largely an administrative convenience for the formal appointment of members of joint planning boards and for the adoption of official plans (and amendments) for the joint planning areas.

The council of the designated municipality is responsible for the formal appointment of planning board members (under section 3 (1) of The Planning Act), and for adopting a proposed official plan for the planning area (section 11 (2)).

Appointment (or re-appointment) of planning board members must be done not only in accordance with the relevant provisions of The Planning Act, but also in many cases according to a special constitution established for the area by the Minister. Also, appointments to joint planning boards require the Minister's approval. (Appointments in planning areas consisting of only one municipality are not subject to such approval.) Department staff check each application for approval of appointment against the provisions of the Act and the relevant constitution. They also ensure that each application includes copies of resolutions or other evidence that the members being appointed to represent a municipality other than the designated municipality have been nominated or otherwise endorsed by the appropriate council. Only when all these factors have been checked and found complete will the Minister grant approval.

The official plan and/or amendments must be adopted by the council of the designated municipality on behalf of the entire planning area. If it fails to do so within 90 days of the planning board's recommendation, the council of any other municipality may adopt the plan or amendment and submit it to the Minister for approval. This may be done even within the 90-day period if the council of the designated municipality consents.

(Sections 11 and 12 of The Planning Act.)

There are other provisions in the Act relating to designated municipalities. For example, section 4 (1) (b) provides for the head of the council of the designated municipality to be an ex-officio member of the joint planning board. There is also a little-used power in section 19 (2) for the council of the designated municipality to enter into certain types of land transactions.

## Planning Amendment Act 1971

The most recent amendment to The Planning Act occurred in April this year. The outline printed here is taken from a circular which was mailed out shortly after Bill 28 received third reading. Additional copies of the circular are available from the Extension and Field Services Division of the Community Planning Branch.

### *Simultaneous Conveyances*

A new subsection (5a) has been added to section 26 to make it clear that simultaneous conveyances (so-called "deeds of severalty") are not exempt from the subdivision control provisions of The Planning Act.

### *Lapsing of Consents*

Consents granted under section 26 now lapse automatically at the end of two years (rather than one year, as formerly) unless the transaction for which the consent was given has been completed or unless an earlier lapsing time is prescribed by the authority granting the consent.

### *Quorum Requirements for Land Division Committees*

Three members of a land division committee will constitute a quorum and will be able to hear applications for consent if the committee is composed of more than three persons. Formerly, a majority of members was required for a quorum. When a committee is composed of three members, the quorum remains at two members.

### *Lapsing of Approvals of Draft Plans of Subdivision*

A new subsection (subsection 11a of section 28) provides for the

automatic termination of the approval of a draft plan of subdivision at the end of three years if a final plan has not been submitted and approved by that time, unless the approval of the draft plan has been withdrawn prior to that time. The Minister can extend the duration of the approval of the draft plan. A substantive provision in The Planning Amendment Act, 1971, provides that the approval of any draft plan given prior to the day the amendment came into force (April 28, 1971) will lapse on July 1, 1974, but again the Minister may extend the duration of the approval of the draft plan.

*Jurisdiction of Committees of Adjustment*

In effect, committees of adjustment henceforth established will not have jurisdiction to consider applications until 30 days have elapsed from the time that the clerk of the municipality sends to the Minister by registered mail a copy of the by-law constituting and appointing the committee of adjustment. This is intended to avoid questions about the validity of any consents that might be granted by the Minister or by a land division committee where the Minister or the land division committee is unaware that a committee of adjustment with jurisdiction to grant consents is in operation.

*Fees*

The maximum fee chargeable by committees of adjustment and land division committees, formerly \$25, is now \$50.

K. STEPHEN editor

# DEPARTMENT OF MUNICIPAL AFFAIRS

801 BAY STREET • TORONTO 5, ONTARIO



ONTARIO

THE PLANNING ACT,

September 1, 1971.

REVISED STATUTES OF ONTARIO, 1970,

CHAPTER 349

(as amended by The Planning Amendment Act, 1971)

The Revised Statutes of Ontario, 1970, the latest decennial revision of selected statutes enacted by the Government of Ontario, came into force on 1 September, 1971. There are a few minor editorial changes in The Planning Act but of more practical importance is the changing of the numbering of most of the sections and some of the subsections, clauses, and paragraphs. All references to specific provisions of the Act should now use the new numbering.

The following list sets out the old and new numbering of those provisions of the Act for which the numbering has been changed. It also includes the new subsections that were added to The Planning Act by The Planning Amendment Act, 1971, which came into force 28 April, 1971.

This list is prepared for convenience only. For accurate reference, recourse should be had to the Revised Statutes of Ontario, 1970, and The Planning Amendment Act, 1971.

<u>Present reference</u>	<u>New reference eff. 1 Sept./71</u>		
Section 4(5) (5a)	Section 4(4) (5)	Section 17	Repealed 1961-62 -- Relevant provisions incorporated in new section 41
Section 6a(1), (2), and (3)	Section 7(1), (2), and (3)	Section 18	repealed 1961-62 -- Relevant provisions incorporated in new section 42
Section 7(1) to (9), incl.	Section 8(1) to (9), incl.	Section 19(1) and (2) (3) (4)	Section 21(1) and (2) Repealed 1962-63 Section 21(3)
Section 7a	Section 9	Section 20(1) to (10), incl.	Section 22(1) to (10), incl.
Section 8(1) and (2)	Section 10(1) and (2)	Section 21	Section 23
Section 9	Section 11	Section 22	Section 24
Section 10(1) and (2)	Section 12(1) and (2)	Section 23	Section 25
Section 11(1), (2), and (3)	Section 13(1), (2), and (3)	Section 24	Section 26
Section 12(1) and (2)	Section 14(1) and (2)	Section 25	Section 27
Section 12a(1) and (2)	Section 15(1) and (2)	Section 25a	Section 28
Section 13(1) and (2)	Section 16(1) and (2)	Section 26(1) to (5), incl.	Section 29(1) to (5), incl. (5a) - enacted 1971
Section 14(1) to (5), incl.	Section 17(1) to (5), incl.	(6)	(6) - amended 1971
Section 14a	Section 18	(7) to (14), incl.	(7) to (14), incl.
Section 15(1) to (4), incl.	Section 19(1) to (4), incl.	Section 26a(1) to (3), incl.	Section 30(1) to (3), incl. (3a) - enacted 1971
Section 16	Section 20	(4)	(4) - amended 1971
		(5)	(5)

<u>Present reference</u>	<u>New reference eff. 1 Sept./71</u>		
Section 26b(1) and (2)	Section 31(1) and (2)	Section 30b(1),(2), Section 37(1),(2), and (3), incl.	and (3), incl.
Section 27(1)	Section 32(1)	Section 31(1), paras. 1 to 21, incl.	Section 38(1), paras. 1 to 21, incl.
(1a)	(2)	Section 31(1), para. 21a	Section 38(1), para. 22
(1b)	(3)	para. 21b	para. 23
(2)	(4)	para. 22	para. 24
(3)	(5)	para. 23	para. 25
(4)	(6)	para. 24	para. 26
(5)	(7)		
(6)	(8)		
Section 28(1) to (9), incl.	Section 33(1) to (9), incl.	Section 31a	Section 39
Section 28(9a)	Section 33(10)	Section 32	Section 40
(10)	(11)	Section 32a(1)	Section 41(1)
	(11a) - <i>enacted 1971</i>	(2) to (12), incl.	(1a) - <i>enacted 1971</i> (2) to (12), incl.
(11)	(12)	Section 32a(13)	Repealed 1970
(12)	(13)	Section 32b(1)	Section 42(1)
(13)	(14)	(2) (a)	(2) (a)
(14)	(15)	(c)	(b)
(15)	(16)	(2a)	(3)
(16)	(17)	(3)	(4)
Section 29(1) and (2)	Section 34(1) and (2)	(4)	(5)
Section 30(1) to (11), incl.	Section 35(1) to (11), incl.	(5)	(6) - <i>amended 1971</i>
Section 30(11a)	Section 35(12)	(6)	(7)
(11b)	(13)	(7)	(8)
(11c)	(14)	(8)	(9)
(12)	(15)	(9)	(10)
(13)	(16)	(9a)	Repealed 1970
(14)	(17)	(9b)	Repealed 1970
(15)	(18)	(10)	(11)
(16)	(19)	(11)	(12)
(17)	(20)	(12)	(13)
(18)	(21)	(13)	(14)
(19)	(22)	(14)	(15)
(20)	(23)	(15)	(16)
(21)	(24)	(16)	(17)
(22)	(25)	(17)	(18)
(23)	(26)	(18)	(19)
(24)	(27)	(19)	(20)
(25)	(28)		
(26)	(29)	Section 33	Section 43
(27)	(30)	Section 34(1), (2), and (3)	Section 44(1), (2), and (3)
(28)	(31)	Section 34a	Section 45
(29)	(32)	Section 35	Section 46
Section 30a(1) (a)	Section 36(1) (a)		
(1) (aa)	(1) (b)		
(1) (b)	(1) (c)		
(2) and	(2) and		
(3)	(3)		
(3a)	(4)		
(4)	(5)		
(5)	(6)		
(6)	(7)		
(7)	(8)		
(8)	(9)		
(9)	(10)		
(10)	(11)		
(11)	(12)		
(12)	(13)		

# DEPARTMENT OF MUNICIPAL AFFAIRS

801 BAY STREET • TORONTO 5, ONTARIO



September 29, 1971

## Validity of Titles to Land

The Honourable A.A. Wishart, Q.C., Minister of Financial and Commercial Affairs, made the following statement on 13 September, 1971:

The Government today announced that the Lieutenant Governor in Council would forthwith request the Court of Appeal for Ontario to consider specified questions related to the laws of Ontario that have a bearing on the various legal issues arising in real estate transactions in certain parts of the Province.

It was noted that over the past few years conflicting legal opinions have been given as to the validity of certain titles which should be resolved in a definitive way by Ontario's highest court. The answers provided by the Court will then enable the Government to take whatever action might be necessary in the public interest and in the interests of clarifying these laws of the Province.

There are cases related to these laws that are presently before our Courts and it is not intended that this reference will in any way prejudice or affect those cases. However, there are principles that are important to the property-buying public that must be clarified despite the specific and private issues now being disputed in the courts by private parties.

This reference to the Court of Appeal will be made as soon as possible and it is hoped that counsel for any interested parties will be able to co-operate so the Court may hear the matter as soon as possible.

The relevant questions have now been submitted to the Court of Appeal for Ontario and clarification of the points at issue is expected in due course.

Yours very truly,

*Dalton Bales.*

Dalton Bales,  
Minister.



# ONTARIO PLANNING

*The following article is based on a speech delivered by Mr. D. F. Taylor, Director, Community Planning Branch, to the North-eastern Ontario Planning Conference, held in Timmins, October 17 and 18, 1971.*

## **councils and planning boards.. working it out**

In looking at the relationship between planning boards and councils, it must be understood that there are almost 400 planning boards in Ontario and none of them are the same, except in one fundamental respect--they are all established under the provisions of The Planning Act. There are occasions when even this point of similarity fails because boards actually operate at variance from the provisions of the Act by which they were established.

The variation is partially explained, and justified, by the fact that municipalities differ from one another in many respects. In character, they range from almost completely rural to completely urban; in population size, from small villages to metropolitan municipalities; in age, from Elliot Lake to Kingston; in financial budgets, from a few tens-of-thousands to many millions; in sophistication and complexity of organization, from municipalities having only a part-time clerk to those having hundreds of full-time professionally trained staffs.

Another factor is that there are three types of planning boards in operation--single independent consisting of one municipality; joint boards covering more than one municipality; and subsidiary boards generally covering one municipality within a larger joint planning area. Each has a somewhat different function and thus a different kind of operation.

And then, perhaps the least understood and most difficult to justify, is the great variation in attitudes of both planning boards and councils towards the planning function. These range from the council not sold at all on the necessity for planning as a foundation for decision making to the council fully committed to planning as a necessary and fundamental part of the municipal organization. From the council that will budget \$100 or less for

planning board operations to councils that allocate many thousands; from planning boards that consider their most important job is to keep the "out-of-towner" from getting a foothold in the municipality to boards that are responsible for conducting intensive research into the social, economic and physical affairs of the community and detailing the problems and solutions regardless of the political consequences.

Fortunately, there are fewer municipalities in the worst category than in the better category and fewer than there were 10 years ago. But there still exist municipalities and planning boards whose whole attitude seems, from their performance, to be more anti-planning than pro-planning.

In such a diverse range it is difficult to pinpoint an average or normal set of relationships. Even if it were possible it probably would not be a useful exercise. The diversity of relationships which currently exists may not be a bad situation at all. If we assume that each municipality is different, then obviously widely divergent organizational structures must emerge to meet the particular needs of each.

Rather than seek to describe an optimum arrangement, we should be looking at some of the fundamental criteria which must exist if a planning operation in a municipality is to work. These may be discussed under six headings:

- 1) Understanding of relative roles of planning boards and councils;
- 2) Membership on planning boards;
- 3) Technical staff;
- 4) Adequate funding;
- 5) Appropriate planning area boundaries;
- 6) The planning environment.

### *The Relative Roles*

The planning board and its staff perform an advisory role to council, municipal departments, and the Minister of Municipal Affairs. The council is the

policy maker, (hopefully influenced by the advice of the planning board).

The Honourable John Robarts, speaking to the CPAC National Conference in London in 1964, emphasized this point by saying, "It would be a dereliction of duty for a planning board or the staff to determine policy. Any attempt by a planning board or planner employed by a municipality to assume this function would be an intolerable arrogation of such power.... Our system of government, local as well as provincial and federal, is based on the sound principle that the elected representatives of the people must have the final authority in deciding on matters of policy."

This division of roles--advisory and decision making--should be patently obvious to all--certainly to councils and planning boards. Surprisingly, however, many do not understand the division. There is a feeling in many quarters that the planning board makes decisions. Sometimes this is supported by planning boards who imply, in dealing with the public, that they are the decision makers. On the other hand there are situations where the council itself supports the idea (sometimes intentionally) to escape the responsibility for making decisions on controversial issues.

The misunderstanding might be a hangover from the days when the planning board was responsible for the approval of lot severance and actually had an administrative approval role. This function was transferred to committees of adjustment in 1965 to permit the planning board to concentrate on its main job of preparing and maintaining the official plans and the tools necessary to implement the plan.

#### *Planning Board Membership*

It is imperative that the right people be appointed by the council to the board.

The definition of the term "right people" is not easy. It is far easier to list the kind of people who should not be on the board. Herb Smith, Director of Community Planning Associates in Princeton, N.J. in 1958, said that

there are five types to watch out for:

1) The politically ambitious--always anxious to please everybody;

2) The self-styled expert--he knew it all before, and he certainly isn't going to learn now;

3) The vested interest person--he may know more about road building than anyone in the state, but if he is selling blacktop to developers locally, the potential of criticism is dangerous;

4) The big man in the community (BMIC)--he will be too busy to do the job right and will want to influence too many decisions;

5) The legal eagle--this does not mean every lawyer by any means, but it does mean the one that thinks planning and zoning are just legal matters, not to be understood by the layman.

Council must seek out intelligent individuals who have a sincere and driving interest in the affairs of the total community and who are willing to devote a substantial amount of time to their membership role. Whether the individuals selected should be generalists or persons having particular talents or vocations related to community planning depends largely on whether or not the planning board has a planning staff. If professionally trained planning staff are available the board members might better be generalists. If staff is not available there probably should be a liberal scattering of persons having specialized talent.

There is a large technical component in the planning process which requires the application of special skills. But there are also many non-technical parts dealing with community objectives, attitudes, aspirations, and values where non-technical persons can be as useful as the technical person and perhaps more so. Perhaps when technical people learn to speak in terms that the public can understand this situation may change.

In 1965 the Select Committee of the Legislature on the Municipal Act and Related Acts strongly recommended that the citizen planning board be abolished and

replaced by a committee of council members. The suggestion was met with a barrage of opposition from planning boards, councils, and many members of the public who felt that the nature of the planning function justified holding to the traditional composition of the board. The government heard the cries of anguish and decided not to accept the recommendation of the Select Committee. However, certain experiments are now being carried out under the legislation creating the regional municipalities where the planning function is placed directly in the hands of the regional council. The legislation leaves them the option to determine whether the function is to be carried out by a committee of council, a committee of council expanded by citizen members, or an advisory planning board.

This issue of composition - elected or appointed - is a most controversial one and is being handled in many different ways. There are two main pressures at the root of the issue--the growing realization that planning is a fundamental part of the political process and that it must be as close as possible to the decision makers (the council); and the growing pressures exerted by citizen groups demanding an increased voice in the decision making process. Many of these groups believe that the citizen board gives them at least a foothold; and of course, there is the ever present suspicion of council.

Some claim that political irresponsibility tends to make the citizen board less than realistic in its proposals to the council. Some say, on the other hand, the political irresponsibility, properly handled with a reasonable understanding of basic financial and social constraints, permits the board to be more objective than the council and thus capable of dealing with issues that council could not (dare not) touch.

The argument is still going on and is likely to do so for a long time yet.

#### *Technical Staff*

Professional planning staff, either permanent staff or con-

sultants, are an indispensable ingredient in a successful planning operation. There have been instances where a Board, acting alone, has done a remarkably sensitive job but generally these examples are limited to situations where the growth rate is very slow and where there are no abnormal problems and changes evident within the community.

Even some private planning consultants agree that having permanent planning staff is preferable to using consultants as staff in the production and maintenance of an official plan, zoning by-laws, and other tasks associated with the continuous planning process. This is not to under-emphasize the role of consultants in handling specialized research tasks and helping the board and staff over peak work periods. They can be tremendously useful in the right job at the right time.

The number of planning boards employing professionally trained planning staff has risen rapidly over the past decade or so. In 1953 there were perhaps less than half a dozen municipalities with planners in their employ. At last count there were 60 municipalities employing several hundred.

A word of warning--the presence of a planner does not assure the success of a program--it only gives the program a better chance of success. Unless there is a good board and a sympathetic council, the planner, unless he is a giant among men, may as well stay home.

The late Dr. Lorne Cumming, as Deputy Minister of Municipal Affairs, made some interesting and still appropriate comments back in 1962 on this subject.

"I want to emphasize the importance of technically qualified staff. Some say that planning is simply the allocation of common sense, but there is much more to it than that. An effective planning program for most communities undergoing any substantial change requires the know-how that can be obtained only through thorough training or through long experience--or both. I appreciate that the

hiring of planners with the requisite professional qualifications costs money, but planning is sufficiently important to spend money on it. Anyway, I have no doubt that a sound program, properly implemented, will save the community far more money than the program will cost."

"The record shows that many communities that unquestionably require technical planning assistance and have the financial resources to employ professional staff have not done so. In less densely populated municipalities...the creation of a joint planning area permits the pooling of financial resources so that in most cases the hiring of at least one competent planner is a practical possibility."

Since 1962 many municipalities have joined forces under the umbrella of a joint planning area and have engaged planning staff to prepare plans for the total area as well as providing technical advice to each of the individual municipalities.

#### *Adequate Funding*

As indicated earlier an effective planning program costs money--in some cases a lot of money. However, when viewing the cost it is necessary to take a comprehensive approach and examine, for instance, the scale of capital expenditures, public and private, which will be substantially influenced by the council's official stand on the form and character of the future community. In these terms the costs of planning are extremely small and the dividends very high.

Expenditures by municipalities in Ontario for planning have risen substantially over the past five years. The number of municipalities with budgets over \$10,000 per year has doubled and the total of municipal expenditures on this item is now several million dollars per year. There are still, however, councils that have budget allocations of less than \$1,000 per annum. Most of this money goes to pay members for attending

meetings. To expect a planning program of any worth to emerge from this scale of expenditure is foolish; the money might better be spent on something else. Some of these small budgets are so useless that often the planning boards cannot figure out how to spend them and still remain honest.

Branch staff are often asked how much is a reasonable amount to spend on planning per capita. Some will quote \$1 to \$2 per capita per year, but the amount to be spent depends on so many factors that averages can be misleading. It depends on the size of the community, the kind of problems it has, the ease of collecting data, the pace of growth, the depth of professional services already available in the community, the level of public participation and education program, and so on.

#### *Planning Area Boundaries*

Municipalities in Ontario are each small parts of an extremely complex and interrelated system made up of single municipalities, communities and regions. They are intimately bound together by strong economic, social and physical ties. Attempts to plan any one of them without continual reference to the larger area of which it forms only a part and without understanding these interrelationships are doomed to failure.

This is an extremely hard lesson for some individual councils to accept and digest. Some are still clinging to the belief that the world outside their doorstep need not be considered in the formulating of their particular policies. This attitude is dramatically indicated all too frequently when we seek to get adjoining municipalities to work together on projects such as joint planning boards, or suggest anything as radical as amalgamation, joint servicing programs and the like. This attitude is extremely dangerous and is one of the basic reasons why local government structures in Ontario are presently subject to drastic change and review through Phase II of the Design for Development Program.

The reorganization of municipal structure and finance as visualized in Design for Development is undoubtedly some years off for some parts of the province. In the interim it might be wise for municipalities to give deep thought to initiating joint planning operations within their areas to reinforce their individual capabilities when they approach the tremendously difficult problems of growth and change confronting them. The councils may feel this leads to certain constraints on their particular freedom of decision making. But the loss (if it can be considered a loss at all) is small, relative to the losses to be incurred if nothing is done in destruction and/or underutilization of resources, dismal financial prospects, a poor environment for people--the list is long.

Once the Community Planning Branch was overjoyed at every request made to define a planning area. Experience has taught us to be more cautious. Now we pay much more attention to the size and character of the area being defined and the prospect for its successful operation. There are too many municipalities and special purpose governing bodies now without creating others which will add further complexities without producing substantial additional benefits.

expenditure group (\$)	1965		1969		% change between '65 and 69
	number of boards	%	number of boards	%	
under 500	60	29.6	43	21.2	- 28.3
501 - 1000	44	21.7	25	12.3	- 43.2
1,001 - 5,000	63	31.0	72	35.5	+ 14.3
5,001 - 10,000	12	5.9	15	7.4	+ 25.0
10,001 - 100,000	18	8.8	34	16.7	+ 88.9
over 100,000	6	3.0	14	6.9	+ 133.3
	203	100.0	203	100.0	

N.B. Although the number of Boards returning information happens to be the same for both years, it is not necessarily the same Boards which make these returns.

Lowest expenditure in '69 \$30; Highest \$943.995

### *The Planning Environment*

Unless an appropriate environment for planning exists in the municipality, the chances for success of a planning program are minimal.

The council must have a clear understanding of the board's function, and give adequate moral and financial support to permit the board to do its job. We are aware of situations where the council has created the board and then done everything it could to frustrate the board's operation.

The council must have respect for the recommendations of the board and give all recommendations sincere consideration. If the recommendations are consistently impractical (based upon inadequate research, etc.) the council has the responsibility to see that the board's membership is changed to correct the situation.

The council and the planning board must both understand that there must be continual contact between the board and the council. To take the attitude that they need not get together until, for instance, the official plan is completed, is suicide.

The board must recognize the importance of its role and the tremendous consequences of its recommendations on the future physical, social and economic environment within the municipality. Improperly developed recommendations can, if adopted by council, result in millions of dollars being wasted by both the municipality and the private sector within the municipality. In other words, the board must be responsible.

The board must have courage. It must make recommendations which it feels strongly must be made in the interests of the best possible development of the community. It must not limit recommendations to only those it thinks the council will accept. It is the council's job to be political; not the board's. On the other hand, the board must not make recommendations which it knows full well, based on knowledge of the community, are totally incapable of being realized.

Successful planning necessitates an understanding by the public and all agencies within the municipality of the work of the planning board, the issues which the board has uncovered and the thinking of the board as to how these issues might be resolved. This is not a one way street--the board must seek the active participation of a wide spectrum of interests in the municipality in the defining of problems, aspirations and expectations, as a basis for the most effective performance of its task. This role of public education, and of providing opportunities for meaningful participation, is extremely critical. Unfortunately, it is one which has received little attention by many boards in Ontario to date.

The board must be thinking in long range terms but it must not be so immersed in 1995 that it has no time to solve the problems of 1972. On the other hand, the typical board is so involved with current issues that it has no time left for the longer range plans and programs. There must be an appropriate balance between the two.

#### *Conclusion*

Municipalities have a heavy responsibility to plan. It is difficult to see how a municipal council can exercise its other duties properly unless it does plan. The planning area must be a logical planning unit and will thus almost always embrace several local communities. This requires municipal councils to face up to the need to make local decisions in the perspective of the long term best interests of the total community of which they form a part. Planning requires technically qualified staff, proper office accommodation and adequate research facilities, and all of these cost money--money that is the responsibility of councils to provide. Planning that is not to be implemented is largely, if not entirely, a waste of time, money and effort and hence municipalities must accept the responsibility to implement the plans they have adopted.

## **rural planning: recreation areas**

Community planning has become an accepted part of life in most urban communities but its role in rural areas is not always fully appreciated. In the past, when rural areas were devoted mainly to agriculture, planning was perhaps an unnecessary luxury. But times change.

More and more rural land is being occupied by non-farm uses. Urban-type homes, and so-called estate developments, line many township roads; commercial, industrial and residential establishments are strung along the highway approaches to towns and villages; summer cottages ring shorelines which were once farmed or were simply wilderness.

These developments give rise to a number of questions which must be answered. To begin, are they necessary, or desirable? If they are, then how should they be guided? If not, how can they be stopped? In either case, whose responsibility is it?

A word about the last question. In Canada, municipal affairs is a provincial jurisdiction. The Province of Ontario has delegated many local responsibilities to the municipalities, including planning. The ultimate responsibility still rests with the Provincial Government, specifically the Department of Municipal Affairs, but every attempt is made to turn over as much responsibility as possible to the local level.

This issue of the Newsletter looks at one aspect of rural development: seasonal dwellings. The term summer cottage no longer applies to these structures for many are used in the winter as well, and ski chalets are becoming an important part of the recreational scene.

This article will consider two typical localities; they were chosen because studies have been conducted in them and their records are fairly complete. One is in the Canadian Shield and the other on the south shore of Georgian Bay.

Future issues of the Newsletter will look at industrial development in rural areas and estate development.

*cottages built  
on rock*

*shoreline that  
is not rocky  
is often swampy*

*long narrow bays  
and rocky  
shoreline*

"The cottage" has become practically a way of life in Ontario. An ever-increasing number of people are finding that the second home is financially within their reach. In the last twenty years some of the choicest areas have become heavily built up. Of course, much desirable land remains undeveloped but the constraints are beginning to appear. Some lakes have reached their capacity for development, some have exceeded it. Not all land is equally suitable for septic tank operations. In some places, agricultural land is being cut up into small unworkable pieces. Public access to prime recreational areas is endangered by extensive private ownership.

Several government departments are engaged in studies and programs designed to find methods of controlling such development while at the same time ensuring that all of Ontario's citizens will have the opportunity to enjoy the Province's rich natural heritage. The solution to this dilemma is not readily forthcoming. A look at some of the problems may show why.

#### *Riley Lake Study*

Ryde Township in Muskoka is an example of local residents and council taking the planning initiative. Concern arose specifically around Riley Lake in 1967 when cottagers noticed that their lake was deteriorating. At the time there were about 150 cottages on the lake. The township, which already had a subdivision control by-law, agreed to suspend subdivision in the area and to conduct a study to assess the damage. Originally the study was intended to produce a master plan for the development only of Riley Lake but was subsequently expanded to include an official plan for the whole township.

Because the environmental study of Riley Lake was a new approach to planning, the Department of Municipal Affairs provided financial assistance. The township hired consultants to both conduct the study and prepare the official plan. The environmental report is now complete and has been published for the municipality by the Community Planning Branch.

Riley Lake is typical of many in the Shield. Its long narrow bays

create an extensive shoreline but little water area. Soil cover occurs mainly in shallow pockets over rocky terrain; some of the shore is swampy. An additional problem for this particular lake is its limited inflow and outflow.

The study showed that by current standards Riley Lake is seriously overdeveloped. The study group considered such factors as the shape of the lake, its area and depth, the number of people per cottage, the number of boats per cottage, wildlife and fishing. They concluded that the maximum number of cottages for Riley Lake was 60. That maximum was reached in 1959. Unfortunately, between then and 1968, when the study was conducted, 90 more cottages had been built; 47 lots had received subdivision approval and 13 more lots were awaiting approval, for a total of 210.

Cottage development follows the usual ribbon pattern along the shore; some cottages have road access, some only water. Marine hazards exist in the narrow channels; the bass spawning grounds have been destroyed by boats churning up the lake bottom. But most serious, according to the report, is that marine life in the lake is dying, due to seepage from septic tanks. The seepage problem is compounded by the lake's restricted inflow and outflow. The effects of pollution are clearly demonstrated by Lands and Forests records which show that bass fishing was described as excellent in 1933, poor in 1959, and all but non-existent in 1968.

Present development is between 2½ and 3½ times what the lake could have supported. The only hope for the immediate future lies in maintaining the ban on subdivision and bringing sewage disposal units up to a high standard of efficiency.

In January 1971, Ryde Township became part of the District Municipality of Muskoka and, therefore, part of Muskoka's joint planning area. The expansion of the area, with its greater resources, together with numerous provincial programs already underway, augur well for planning in the Muskoka District. But there can be no denying that remedial measures for the lakes already suffering will be lengthy and costly.



## *Nottawasaga Township*

Nottawasaga Township along Georgian Bay is an area which has proven popular for a variety of activities, summer and winter. The beaches, although rocky in some places, attract summer visitors; the Niagara Escarpment in the south-west appeals to skiers and snowmobilers. The remaining land is farmland, producing a mixed crop including fruit.

The first cottages appeared just after World War I, but only after the Second World War did they become an important factor in Nottawasaga. These latecomers were larger, more lavish structures built in ranks back of the original group. Then in the 1960's the rising popularity of skiing and the invention of the small snowmobile started something of a landrush in ski chalets. Meanwhile some estate development was occurring in the farming areas.

Nottawasaga was without an official plan; nor did it have a zoning by-law or a subdivision control by-law. As early as 1953, provincial planning staff held meetings with local officials to point out that growth in Nottawasaga ought to be controlled and guided.

Meanwhile, lots were being created at a phenomenal rate by means of reference plans which required no approval of any kind. Finally, as conditions showed no sign of improving, the Minister of Municipal Affairs imposed a subdivision control order on the township. As of March 1969, when the order came into effect, there were over 3,800 vacant building lots in existence.

In the months immediately preceding the order, land division activity was frantic. One report suggested that as many as 500 lots were created in a single month. Of the 3,800, only 536 had been created by registered plan of subdivision and over 3,200 were less than one acre in size.

Although subdivision activity ceased after the order, building on the already existing lots soon became a matter of grave concern. The county medical officer of health and a number of citizens expressed fear that ground water

would be contaminated by inadequate septic tanks.

At last, in February 1970, the Minister was obliged to impose a zoning order on Nottawasaga Township. This marked the first time that a southern Ontario municipality had been placed under such an order. (One was subsequently imposed on part of Tilbury North Township in the Windsor area.) The effect of the order was to prohibit building on most of the lots by designating most of the township as "rural". Provision was made for the Minister to grant exemption in a few cases of extreme hardship.

(It seems that some of the difficulties in Nottawasaga may have arisen simply from a failure to perceive that times had changed. Curiously, articles written on the township by residents show no awareness of the altered face of the municipality. Booklets produced to commemorate Centennial year, for example, deal only with its agricultural background, making no mention of its new recreational career.)

At the request of the township council, the Minister has since named Nottawasaga an independent planning area. A planning board has been appointed. Consultants hired by the township have produced a draft official plan which has been submitted to the Minister for approval.

The zoning order will remain in effect to protect the municipality until the official plan is approved, giving Nottawasaga a breathing space to redeem its future. Unfortunately for Nottawasaga, the new official plan and zoning by-law will not solve the problems that have resulted from the years of non-planning; they can only prevent those problems from being compounded by more uncontrolled development.

These two municipalities are not isolated cases. There are many townships with small bodies of water as vulnerable as Riley Lake. Studies by a number of government agencies indicate that Riley Lake's experience is typical of many in the Canadian' Shield.

Further, cottages are being built in areas which have no lake;

- a. cottages cheek  
by jowl  
on Georgian Bay
- b. trailer park  
on Georgian Bay
- c. most of the  
township is  
rolling farmland
- d. ski chalets  
present new  
difficulties



## box scores: official plans

July, August, September

*In the third quarter of 1971 3 new official plans were submitted to the Department for appraisal, and 4 previously submitted plans were approved. In the same period 69 amendments were received; 38 amendments were approved by the Minister and 5 by the OMB.*

### OFFICIAL PLANS

#### Submitted

East Gwillimbury

Michipicoten

Smith

TOTAL 3

#### Approved by Minister

Blanshard

Fort Erie

East Gwillimbury

Parry Sound and District

TOTAL 4

Approved by O. M. B.

TOTAL 0

### Amendments Submitted

Albion - Town #2

Aurora - Town #5

Barrie - City #1, #2, #3

Bowmanville - Town #4

Burford - Oakland #5

Caledonia - Town #3, #4

Cayuga & North Cayuga #2

Chinguacousy - Twp. #36, #38

Cobourg - Town #9, #10

Ernestown - Twp. #1

Etobicoke - Borough #240, #241

Fort Frances - Town #23

Gloucester - Twp. #6

Hamilton - City #272, #273

Hamilton - Wentworth #70, #77, #78

Kincardine - Town #8

London - City #87, #88, #89

London - Twp. #17

Markham - Town #32, #33

Mississauga - Town #225, #229, #230

Newmarket - Town #6

Niagara Falls - City #50

Niagara-on-the-Lake - Town #2, #3

Oshawa - City #35, #36, #37, #38, #39, #40

St. Clair Beach - Village #1

continued

Sarnia - City #17, #18

Sault Ste. Marie - City #14

Scarborough - Borough #274, #275, #276,  
#277, #278,  
#279, #280

Simcoe & Suburban #10

Timmins - Town #16

Toronto - City #9, #10, #11, #12

Vanier - City #5

Vaughan - Town #24, #25

Windsor - City #63

Whitby - Town #17

Woodhouse - Twp. #2

Woodstock - City #12, #13 TOTAL 69

#### Amendments Approved by Minister

Barrie - City #3

Bolton - Village #3

Burford - Oakland #1

Caledonia - Town #3

Chatham - City #10

Chinguacousy - Twp. #15

Ernestown - Twp. #1

Fort Frances - Town #21, #22

Goulbourn - Twp. #5

Hamilton-Wentworth #77

London-City #89

Markham-Town #29

Mississauga-Town #223, #227, #228, #229

Newmarket-Town #5

Neelon & Garson-Twp. #5

Niagara-on-the-Lake - Town #1

North Bay - City #1

Owen Sound - City #8

Port Hope-Town #3

St. Thomas & Suburban #8

Sarnia - City #17

Sault Ste. Marie - City #13

Scarborough - Borough #268, #270, #277

Shuniah - Twp. #6, #7

Sudbury - City #15

Windsor - City #58, #59, #60, #63

Woodstock - City #12

East York - Borough #8 TOTAL 38

#### Amendments Approved by O.M.B.

Burlington - Town #49, #53, #55,  
#56, #57

TOTAL 5

## box scores: subdivisions

### SUBDIVISIONS SECTION STATISTICS

JULY, AUGUST, SEPTEMBER 1971.

D/A - draft approval

N/A - not approved

F/A - final approval

Gr'd- granted

County, Region or District	SUBDIVISIONS					CONSENTS			CONDOMINIUM								
	New Appl. Rec'd	Draft Plan			Lots on Reg. Plans	Appl. Rec'd	Gr'd	Not Gr'd	Rec'd	D/A	N/A	F/A					
		D/A	N/A	F/A													
METRO TORONTO	7	3	-	10	155	-	-	-	17	5	-	8					
OTTAWA	4	3	3	8	89	1	10	-	2	3	-	3					
CARLETON	5	6	3	5	247	-	3	-	-	-	-	1					
NIAGARA	14	7	1	5	426	19	14	1	-	-	-	-					
YORK	3	1	5	2	-	-	-	-	1	-	-	-					
MUSKOKA	2	-	-	1	61	6	8	1	-	-	-	-					
BRANT	7	4	1	4	-	-	-	-	-	-	-	-					
BRUCE	3	2	-	-	-	30	20	7	-	-	-	-					
DUFFERIN	1	-	-	-	-	-	-	-	-	-	-	-					
ELGIN	8	2	-	3	26	102	51	17	-	-	-	-					
ESSEX	2	2	2	3	613	88	47	57	-	-	-	-					
FRONTENAC	7	-	1	-	11	-	1	-	-	-	-	-					
GREY	1	-	1	2	-	18	8	2	-	-	-	-					
HALDIMAND	2	1	1	1	25	-	5	-	-	-	-	-					
HALIBURTON	1	7	4	7	566	-	-	-	2	3	-	-					
HALTON	2	-	4	2	106	-	2	-	-	-	-	-					
HASTINGS	1	-	2	-	27	13	26	6	-	-	-	-					
HURON	2	-	-	6	19	36	25	7	-	-	-	-					
KENT	-	1	2	1	145	-	-	-	-	-	-	-					
LAMBTON	2	3	1	-	-	151	75	33	-	-	-	-					
LANARK	-	-	-	-	23	1	-	-	-	-	-	-					
LEEDS & GRENVILLE	-	-	1	1	24	41	61	40	-	-	-	-					
LENNOX & ADDINGTON	3	-	-	2	340	56	40	5	1	1	-	-					
MIDDLESEX	1	-	-	-	-	13	6	3	-	-	-	-					
NORFOLK	3	-	4	2	6	141	68	36	-	-	-	-					
NORTHUMBERLAND & DURHAM	9	1	-	7	61	29	13	2	-	1	-	-					
ONTARIO	1	2	-	1	39	12	21	1	-	-	-	-					
OXFORD	9	3	-	7	448	2	-	-	1	3	-	1					
PEEL	-	-	-	1	53	13	20	1	-	-	-	-					
PERTH	2	2	1	1	-	117	50	4	-	-	-	-					
PETERBOROUGH	4	4	1	3	-	89	100	39	-	-	-	-					
PRESCOTT & RUSSELL	2	1	1	-	-	1	-	-	-	-	-	-					
PRINCE EDWARD	7	4	-	1	43	-	-	-	-	-	-	-					
RENFREW	12	4	4	6	614	89	31	2	-	1	-	-					
SIMCOE	1	-	-	-	-	88	78	4	-	-	-	-					
STORMONT DUNDAS & GLENGARRY	1	2	2	1	-	8	56	11	-	-	-	-					
VICTORIA	2	5	-	4	415	44	35	-	1	2	-	-					
WATERLOO	2	2	-	-	-	36	18	6	-	-	-	-					
WELLINGTON	6	-	-	3	874	-	-	-	3	1	-	1					
WENTWORTH	2	2	-	3	57	50	46	11	-	-	-	-					
ALGOMA	2	2	-	3	-	41	29	11	-	-	-	-					
COCHRANE	4	-	-	2	46	44	29	13	-	-	-	-					
KENORA	5	1	-	-	-	71	38	24	-	-	-	-					
MANITOULIN	4	2	-	2	82	35	20	9	-	-	-	-					
NIPISSING	9	5	1	5	129	173	109	33	-	-	-	-					
PARRY SOUND	3	1	-	1	14	18	15	2	-	-	-	-					
RAINY RIVER	9	7	-	8	204	130	36	19	-	-	-	-					
SUDBURY	1	1	-	3	-	28	22	4	-	-	-	-					
THUNDER BAY	3	-	1	1	96	41	20	6	-	-	-	-					
TIMISKAMING	Subdivision totals					181	93	47	128	6084	1895	1236	416	28	20	0	1

APPEALS FOR THE LAST THREE MONTHS : Sudbury 1; Kent 1; Peel 1; Grey 4; Essex 3; & Hastings  
COMMITTEE OF ADJUSTMENT.

## bookshelf

### The Urban Landscape - A Study of Open Space in Urban Metropolitan Areas

Cities, as everyone knows, are crowded masses of buildings and streets, with the odd space here and there kept for grass and trees and playgrounds. But like many things that everyone knows, it's not quite true. Probably the most striking statement in *The Urban Landscape*, a study prepared for the Conservation Council of Ontario under the direction of Professor Michael Hough, a landscape architect, is that "the amount of open space in downtown Toronto, not taken by buildings or roads, is 41% of the total area." No comparable figure is given for the metropolitan area as a whole, but the extent of the "total open space resources" depicted on a map of Metropolitan Toronto in the report is remarkably impressive in relation to the total area of residential and commercial development, industry and so forth.

These striking results are of course obtained by including in the tally not only parklands but also (in the metropolitan area as a whole) lands ranging from private golf courses and cemeteries to public works yards and industrial properties and railway and hydro rights of way, and (in the city centre) church properties, building setbacks, alleys, vacant lots and parking lots, among others. The indisputable fact remains that a remarkable amount of urban land is, at any given time, "unused" in the sense that it is not occupied by permanent structures.

The central thesis of the report is that these lands could be put to use for public enjoyment in a variety of ways from snowmobiling to nature study to boutique "mews". It discusses a wide range of possible uses and activities, and in words and pictures shows constructive and attractive examples applied to specific sites in the Toronto area.

The report's essential message is valid and important. Our cities (the example may happen to be Toronto, but differences are

certainly only a matter of degree) waste enormous amounts of space which their people could use and enjoy if it could be made available, and imaginatively developed, for them to do so. The message is in fact so important that one is reluctant to cavil. But it would be wrong, in the interest of the very cause which the report is trying to promote, not to draw attention to three serious problems which it glosses over rather too lightly. One is that much open land is privately owned and thus effectively limited to the use of a few. Secondly, much land (particularly in the city centre) which does not happen to have buildings on it is nevertheless in present circumstances serving an important practical purpose, for the parking of cars (a major function in the city's transportation system), or as a stabilizing element in the urban land market, or more usually as both. Thirdly, there are the colossal legal and administrative difficulties often involved in making even publicly owned land available for recreational use, not to mention securing effective co-operation among the dozens of agencies which may be involved. One may very well regard all these obstacles as deplorable, unnecessary and fit only to be abolished without delay. Perhaps; but they exist, and can be, and usually are, as effective in denying the constructive use of open space to the public as enclosing it with an electrified fence.

But *The Urban Landscape* shows us how much might be done with what we already have to make cities much more attractive and enjoyable places to live in. We should now be asking: "All right; why don't we do it?" And we should not be too easily satisfied with the answers we'll get.

N. I. R.

*The Urban Landscape - a study of open space in urban metropolitan areas.* Conservation Council of Ontario, 11 Adelaide Street W., Toronto. 1971. 128 pp. illustrated. \$7.50 plus 50¢ postage.

*Upgrade--self-help community  
improvement*

An excellent source of practical (and usually inexpensive) ideas for tidying up tired streets and buildings. Booklet describes how to organize clean-up and paint-up programs and offers useful suggestions for simplifying storefront signs, planning pocket parks and planting street trees. Reading and reference would have been easier if pages had been numbered and the material divided into sections. 24 pp., illustrated, Municipal Planning Branch, Department of Urban Development and Municipal Affairs, 116 Edmonton St., Winnipeg, Man.

K.STEPHEN editor

# ONTARIO PLANNING

Government  
Publication

*Planning cannot take place in a vacuum. The close inter-relationships with adjacent and nearby municipalities makes planning for one village or one township an exercise in unreality. Suburbs spring up in townships bordering on cities; workers commute from smaller centres to nearby larger ones; people from rural areas shop in urban centres; and so on. Plans for any one municipality, therefore, must take into account what is happening in neighbouring municipalities. The Community Planning Branch has for some time been encouraging planning on a larger scale. The method usually favoured is the joint planning area, taking in several municipalities or perhaps a whole county.*

*In 1968 Huron County was named a joint planning area. The following article is a look at the problems and advantages of joint planning from the viewpoint of a local politician, C.H. Thomas, who was involved in the process from the beginning. As Chairman of the Huron County Planning Board, Mr. Thomas delivered these remarks at the Bruce County Planning Workshop held in Port Elgin late last year.*

*The views expressed in this article are those of Mr. Thomas and do not necessarily reflect the views of the Department of Municipal Affairs.*

## planning together in Huron County

Huron County consists of 5 towns, 5 villages and 16 townships. All are members of county council. From a political viewpoint, to implement joint county plans is much easier when every municipality is a member of county council.

In 1967 Mid-Ontario Development Association organized a workshop which represented all the municipalities, the Federation of Agriculture, the Conservation Authorities, labour and business. At the meeting we discussed community needs, the most pressing of which seemed to be a comprehensive plan for the entire area but with special emphasis on the lake-shore. County council took up the challenge and the County of Huron Planning Board was defined by the

Minister of Municipal Affairs on September 11, 1968. The board consisted of 5 elected members of county council and 5 appointed members plus the warden. The first meeting was held on December 18, 1968. In July 1969 the planning board authorized the preparation of an official plan for the county and engaged the consulting firm of G.V. Kleinfeldt and Associates to prepare it.

### Why a county plan

One of the reasons for going ahead with a county plan rather than independent local municipal plans was the fear that, if a coordinated plan of action were not taken, undesirable development would simply be driven from one municipality to another as the various plans were brought in. This would be especially true of the municipalities along the lake.

Also, many of the rural municipalities were finding it hard to finance individual zoning by-laws so it was to their advantage to have the county engage competent planning staff to do this for them with a minimum of duplication.

The 5 towns all had official plans or were in the process of preparing them. The consultants were asked to evaluate the time saved by work already done by these municipalities and a rebate was given on this basis.

Another area where joint planning benefitted the community was recreation. Urban areas generate the demand but do not have sufficient land. Our planning board has attempted to get every parcel of land within the county under the jurisdiction of some Conservation Authority. We hope that recreation areas will then become one of the important endeavours of these authorities.

We are also becoming aware of pollution in the streams and the equitable use of stream capacity by the various municipalities and private users.

Joint planning has made it possible for us to have our own staff of professional planners. The county employs a planning director, a planning technician and a stenographer. They are permitted to work on behalf of any municipality in the county at the discretion of

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# newsletter

planning board with the county bearing the costs. Several of our urban municipalities have used this service when making amendments to their plans.

#### Preparation of the plan

The preparation of the official plan was carefully staged so that local municipalities and the public could be kept informed of the progress and have an opportunity to express their special concerns.

Two meetings were held to inform the public and to get feedback. The consultants and members of the planning board met with every municipal council to discuss their special needs and to explain how the plan would affect them. They were involved in the gathering of the data necessary in the preparation of the plan. The planning board delivered a progress report at each session of county council. When the first draft copy of the plan was completed it was presented to county council and later to each local council. Members of the board and the planning staff were made available to explain the plan to any council upon request. The plan was once again taken to the public at 3 special meetings. All the suggestions for change were considered by the planning board and several changes were made. The final plan was then prepared and adopted by county council and submitted to the Minister for approval.

#### Purpose of the plan

The plan provides Huron County Council and Planning Board with the necessary and appropriate administrative tools to guide and direct the development of the 26 municipalities in the county in a manner deemed to be in the public interest.

The plan is the formal policy statement from which administrative matters in the planning process of local government take their authority. It is a guide and directive to both public and private interests alike. No council having jurisdiction within the planning area can enact any public works or pass any by-laws for any purposes that do not conform to the intent and purpose of this official plan.

Insofar as official plan and the

administration of the planning process in Ontario are primarily concerned with land use policy, the central purpose of our plan is to establish policies for urban and suburban land use development and related land use changes as they affect the public interest in the County of Huron.

Accordingly, it is the purpose of this official plan to:

- a) identify certain generalized land use objectives in the text and the land use plan which are of the magnitude and scale appropriate to the county level of government;
- b) determine the probable population for the period of this plan and to relate the land use objectives to that population projection;
- c) provide a land use framework for county and local government in the preparation of necessary capital works programs;
- d) establish a planning process at the county level within which secondary or local official plans will evolve as amendments or additions to this plan;
- e) provide guidance for establishing land use objectives for the participating 26 local municipalities in the development of their local restricted area (zoning) by-laws which implement and enforce the objectives of this plan;
- f) establish a land division policy for the county to be implemented by the county's land division committee and committees of adjustment in the interests of achieving a measure of county-wide consistency.

#### The issues

Several issues raised by county planning were difficult to handle from the politician's point of view. One on which we spent considerable time was the rights of the speculator. In remote rural areas land prices tended to reflect the land's ability to produce agricultural crops. Grassland was somewhat lower in price than land that produced white beans. In areas less remote from urban development or along the lake front land prices were much higher regardless of the land's agricultural capability. This extra price was the direct result of

buyers speculating that the land use would change from agriculture to a higher priced use. Many of the buyers were local people who purchased the property to farm, speculating that sooner or later it could be subdivided. When the plan designated the areas for development, the remaining areas no longer had speculative value and again began to trade at prices reflecting their use. Many people in our community including members of the planning board thought that these people should be compensated. Planners usually take the view that money gained or lost through speculation is outside the authority of The Planning Act and, therefore, should not concern us. Politicians have to find a solution somewhere in between.

A second issue that involved much time and discussion in our board was land division policy in rural areas. This involves the right to sell residential lots off farms in agricultural areas. Since residential property and some agricultural operations are not compatible, allowing scattered residential properties to develop seriously affects agricultural practice. One view was that the farmer who sells residential property is paid to give up the right to some farm practices and should therefore be allowed to sell. The opposing view is that adjacent property owners, whose rights may also be affected, are not compensated. Often the lot to be severed is for a member of the family to build a second residence. This type of development was considered desirable but the problem remains when ownership changes to non-farmers. The issue was finally resolved in the Huron plan by inserting the following clause:

*In considering consents for conveyance for residential uses in agricultural areas the Committee will have regard for the potential conflict between residential and agricultural uses and may impose as a condition on the consent for conveyance such limitations on the residential use as are thought necessary to maintain the integrity of the agricultural areas of the Plan.*

The issue which produced the most public comment was lot sizes. Our plan in its early draft form put minimum lot size, where septic tanks and private wells were to be used, at one acre. Many people

thought this was too large. We resolved the question by keeping the minimum at one acre but agreeing to consider a smaller lot if percolation tests proved that one acre was not required.

Joint planning has already started to show dividends in Huron. Our land division committee is following the policy of our official plan, making decisions easier and fairer for all citizens in the county. County council is almost unanimous in favouring the new plan and we feel in looking back that the time to plan is before the development takes place. It saves a lot of headaches for the politician who faces the people. We are sold on joint planning in Huron County.

## bookshelf

*Three Steps to Tomorrow-- A Community Planning Primer--* A two-colour, illustrated introduction to planning in Ontario. Booklet describes planning in layman's terms: what it is, what it means to the individual, why and how municipalities should plan, and planning organization in the province. Produced by the Community Planning Branch. 70 pp. \$2. Ontario Government Bookstore, 880 Bay Street, Toronto 181. Cheque or money order payable to the Treasurer of Ontario.

*Ten Shortcuts to No Place--Some Pitfalls in Making a Subdivision Application--* This folder is designed for anyone making an application to the province for approval of a subdivision plan. It outlines the ten most likely--and most popular--errors or omissions made by would-be subdividers that result in slow-downs or turndowns of their submissions. Two-colour. No charge. Community Planning Branch, 801 Bay Street, Toronto 181.

## errata

*omitted from December issue page 9--conclusion of "rural planning: recreation areas"*  
country homes are being built in areas which were once deemed too remote for daily commuting. The rising demand for summer homes and homes in the country is putting pressure on townships which once seemed safe from such development.

## soil surveys: where not to build

All soils are not suitable for building on, as many people have found to their sorrow. Houses and other buildings erected on unsuitable soils often experience foundations which settle and crack, or back yards which slide away. The soil simply cannot bear the load. But there are a variety of reasons why. Often the only way to assess the soil's capability to bear structures is to have a soil investigation done before building.

Soil surveying is not a new technique. It developed from the need to assess land for agricultural purposes but it is now being applied to many planning situations. On a large scale, consultants engaged in planning studies for county-sized areas may hire a firm of engineers to do a terrain survey. At this scale, aerial photographs, and geological and soil maps may give sufficient information for generalized land use proposals. At the smaller scale of the subdivision, however, on-site inspections involving sampling may be needed.

Soil engineers recommend that detailed soil investigations be carried out in every case where buildings are to be placed on slopes or ravines, water courses and low lying lands. Fill areas are another place where a detailed inspection should always precede any construction.

The results of building on unsuitable soils may range all the way from cracked walls to major landslides. The slide at St. Jean Vianney in Quebec last year is a particularly tragic example. Thirty-six houses built on unstable clays slid into the river at a cost of 31 lives. Unstable clays are a special menace for they may slide even without buildings to disturb them. Along the South Nation River near Cornwall, for example, 3 million cubic yards of farmland collapsed into the river. South Nation is a rural area not undergoing urbanization but similar conditions exist along the Ottawa and Rideau Rivers where urbanization is taking place. As a guide to the approval of subdivision proposals for this region, the Community Planning

Branch uses a soil survey commissioned by the Conservation Authorities Branch. If the proposed site contains these clays, the application is not approved.

While most of the difficulties which arise from soil conditions do not have results so disastrous as those at St. Jean Vianney, they can be dangerous and expensive for homeowners, subdividers and municipalities.

### Problem Areas for Foundations

Slopes and ravines. Ravine lots are generally considered extremely desirable locations from the standpoint of scenery and landscape interest. For this reason they usually command higher prices than flat lots.

Foundations built on slopes, however, are apt to place so much weight on the soil that the slopes slide. Ravine lots with creeks at the bottom are subject to erosion both from the water running below and from water travelling down the slope to the creek.



a.  
South Nation River  
Three million cubic  
yards collapsed into the  
river. Dept. of the Environ-

b.  
Notley Place, East  
Back yards built on  
the ravine. One man  
MTRCA photo

c.  
Low bearing capacity  
the total loss of a  
and left another in  
MTRCA photo



Soil engineers recommend that ravine lots not be filled because the fill can slide, and if heavy enough, can take the original slope with it.

A few years ago on Notley Place in East York, a homeowner lost his life when a number of back yards slid down the ravine behind them. It proved later that the back yards were filled areas. Fortunately, in this case, the foundations had been built on original ground which held.

Groundwater pressure, compounded by the added weight of the fill and numerous retaining walls, were the probable causes of this landslide. Remedial measures involved bulldozing back to the original slope and sinking well points to dewater the area. A granular underdrainage layer had to be applied to the whole slope before the fill could be replaced and sodded. Underground drainage pipes and an open water course now carry the excess water from the granular layer safely to Massey Creek.

The whole operation cost about \$20,000. The cost of preventing a slide, once fill has been applied, is a great deal higher for it involves removing the fill first and then proceeding with drainage measures. The Notley Place slide might not have happened at all if the area had not been filled or if proper drainage measures had been taken at the outset.

The Metropolitan Toronto Region Conservation Authority now has regulations governing fill to be placed on valley sides in water courses in most of the area of its jurisdiction. With few exceptions, filling is not permitted over the top of the slope.

High water tables. Low lying areas between hills often have water tables close to the surface. Extensive drainage facilities must be installed around foundations in such areas. This type of land may have another limitation as well: soft clays with low bearing capacity. Houses built on them may sink as much as 2 or 3 inches resulting in cracked walls and severed underground services.

High water tables are found also in peat and depressed sites, which for part of the year may be

actually flooded. Low bearing capacity is another drawback in these places.

Filled Sites. Filled areas are a common feature in towns and cities. Old water courses, ravines or depressions are often filled by dumping from other excavation sites. Building on filled sites may result in settling of foundations. In this case, the foundations are apt to sink unevenly, as much as 2 inches in some places and as little as a quarter of an inch in others. Basement floors may crack and underground services may be ruptured.

Rock. If the soil cover is of suitable depth, rock is ideal for supporting heavy structures. But if it occurs too close to the surface, the cost of blasting basements and trenches for services becomes prohibitive.

#### Underground Services

Soil engineers say the worst possible conditions for constructing underground services is fine sand or silt combined with a high water table. The trenches fill up as fast as they are dug; and the sides slide in. Even if the sides are shored up, water can turn the bottom of the trench into quicksand. In short, the dewatering problems are enormous and very costly.

The Branch's Wasaga Park Community Project has encountered this condition in parts of the existing cottage area in Wasaga. The soils over a large section near the mouth of the Nottawasaga River are of the granular, sandy type -- ideal it seemed for septic tanks-- but the health unit reported a high water table and expressed doubts about any further development based on septic tanks.

A soil investigation carried out for the Project showed that the area does indeed have an extremely high water table, making the pollution of groundwater a serious possibility.

The only workable solution to the sewage problem in this part of Wasaga now appears to be the installation of underground services using special construction tech-

farmland

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niques such as driving well points to temporarily lower the water table during construction. As this is a popular summer resort where the demand for cottages will continue to rise, these measures will likely have to be undertaken.

#### Roads

Peat, or clay deposits with high water tables, are expensive soils to build roads over. The peat or clay has to be removed to a depth anywhere from 2 and a half to 4 feet or even deeper, because of its low bearing capacity. Frost-susceptible soils are another hazard. To avoid heaving of pavement and the development of frost boils, it may be necessary to excavate the subsoil to a considerable depth, sometimes as much as 4 feet. A non-frost-susceptible granular material must then be laid down to fill the road bed to the level of the original soil. The fill serves to both drain the water and distribute the wheel load. If the thickness of the granular base is inadequate, the pavement will break up. (Much of the heaving and broken pavement in shopping plaza parking lots is the result of an insufficiently thick granular base.) To cope with the high water table, subdrains may have to be installed.

#### Septic Tanks

As already mentioned, the best soil for septic tank facilities are the granular types--sand, coarse silt, and so on. But, as in the case of Wasaga, if high water tables exist, the effluent from the tank mingles with the groundwater and pollutes it.

Impermeable clays are equally unsuitable. The effluent from septic tanks cannot percolate through the soil and may accumulate in pools on the surface.

Cottage subdivisions in the Canadian Shield often have to contend with scanty soil cover over rocky terrain. If the soil cover is inadequate, the effluent from the septic tanks may flow along the bedrock under the soil, directly into the lake. The insufficiently filtered effluent will pollute the lake. The various health units have established regulations regarding the amount and quality of soil cover required on each lot before a septic tank may be installed. If the soil cover is un-

satisfactory, the medical officer of health is empowered to order the application of suitable amounts and types of fill before building can proceed.

#### Conclusion

Detailed soil investigations may be too costly for individuals wishing to build a single home on a single lot. Soil engineers, however, suggest that ravine and sloping lots be avoided unless a thorough investigation is carried out. Some other signs to watch for are water-oriented vegetation, indicating high water tables or even periodic flooding; trees standing on slopes at an angle, indicating that the soil is slipping; and outcroppings of rock, indicating that soil pockets may not be of sufficient depth for building.

All these features should be taken into account, too, by the subdivider and the municipality. When a number of lots are involved, a soil investigation may represent money well spent. Parts of a subdivision unsuitable for foundations may be quite satisfactory for roads; some parts might better be left as parkland; some parts might be more suitable than others for bearing large structures such as apartment buildings or shopping plazas; and so on.

Soil investigations done before building takes place can often save a great deal of money and hard feeling.

## **new regulations now in force**

On February 1, 1972 the new regulations came into force governing the rules of procedure for committees of adjustment and land division committees. Late in November 1971 copies of the new regulations, including samples of the standardized forms to be used, were sent to the various committees. The following is part of the text of a covering announcement that was included in the mailing.

*The Minister of Municipal Affairs has made regulations under section 45 of The Planning Act prescribing rules of procedure with which*

committees of adjustment and land division committees are required to comply in dealing with applications. Two sets of rules have been prescribed, one to be followed in dealing with applications for minor variances from zoning by-laws and the other in dealing with applications for consent.

These regulations came into force on February 1, 1972 and supersede any other rules of procedure employed by committees of adjustment and land division committees.

Please note that subsection 12 of section 41 requires committees to comply with all pertinent provisions of The Planning Act, in addition to observing the rules of procedure prescribed by the Minister.

All committees will be aware that failure to observe the requirements of the Act and of the prescribed rules of procedure may bring the validity of decisions of the committee into question and may cause serious inconvenience and financial loss to persons affected by their decisions.

To familiarize committee members with the new regulations applying to consent applications the Community Planning Branch has planned a number of meetings. The first two have already been held (in Toronto) and by the time of publication the Ottawa and London field offices will have held similar sessions. Others will be held in Sudbury and Thunder Bay.

On January 26 and again on February 1, committee members from the Toronto area listened to Branch staff explain the new regulations and then asked questions. A total of about 350 committee members attended. The meetings were divided into two sessions, one on the legal and administrative aspects of the committees' duties, and the other on the planning principles involved in committee decisions.

Several committee members requested copies of the staff presentations. These were not available and some, unfortunately, are not suitable for publication. After the series of meetings is over, however, consideration will be given to printing some of the others in the Newsletter.

## box scores: subdivisions

SUBDIVISIONS SECTION STATISTICS  
OCTOBER, NOVEMBER, DECEMBER 1971.

CofA - Committee of Adjustment  
LDC - Land Division Committee  
T.H. - Town Houses  
A. - Apartments  
D/A - draft approval  
N/A - not approved  
F/A - final approval  
Gr'd - granted

County, Region or District	SUBDIVISIONS					CONSENTS			CONDOMINIUMS					CofA Appeal
	New Ap. Rec'd	Draft Plan D/A	N/A	F/A	Lots Reg'd	Appl. Rec'd	Gr'd	Not Gr'd	Rec'd	D/A	N/A	F/A	Units Reg'd	
METRO TORONTO	11	4	-	11	1,237	-	-	-	14	16	-	11	818 A.	-
NIAGARA	11	4	3	8	282	-	-	-	-	2	-	1	264 T.H.	-
OTTAWA	8	5	3	3	591	-	-	-	2	4	-	3	150 T.H.	1 LDC
CARLETON	14	7	6	4	137	21	7	10	3	1	-	2	-	11
YORK	3	-	13	2	117	-	-	-	-	-	-	1	9 A.	-
MUSKOKA														
BRANT	1	4	1	2	233	1	3	-	-	-	-	1	52 T.H.	-
BRUCE	9	5	6	3	101	-	1	-	-	1	-	1	-	-
DUFFERIN	3	1	1	1	13	32	22	5	-	-	-	-	-	-
ELGIN	3	1	-	-	-	-	-	-	-	-	-	-	-	-
ESSEX	3	4	1	4	116	95	76	32	-	-	-	-	-	1
FRONTENAC	7	4	1	-	545	68	35	75	1	-	-	-	-	7
GREY	4	-	3	1	34	-	-	-	-	-	-	-	-	-
HALDIMAND	-	1	-	-	143	14	3	2	1	-	-	-	-	-
HALIBURTON	5	4	-	3	33	-	-	-	-	-	-	-	-	-
HALTON	3	5	2	7	405	-	-	-	-	-	-	1	160 T.H.	1 LDC
HASTINGS	3	2	-	2	24	-	-	-	3	2	-	2	-	12
HURON	-	-	-	-	-	-	1	-	-	-	-	-	-	-
KENT	2	2	-	2	129	17	15	5	-	-	-	-	-	3
LAMBERTON	1	2	1	-	-	-	-	-	-	-	-	-	-	1 LDC
LANARK	1	1	1	1	-	84	97	13	-	1	-	-	-	-
LEEDS & GRENVILLE	1	-	-	2	43	-	-	-	-	-	-	-	-	1 LDC
LENNOX & ADDINGTON	-	-	-	1	44	1	-	-	-	-	-	-	-	-
MIDDLESEX	2	-	-	2	295	58	68	17	-	-	-	-	116 T.H.	1
NORFOLK	3	-	-	-	-	15	10	3	-	1	-	2	-	-
NORTHUMBERLAND & DURHAM	6	1	4	2	461	122	77	65	-	1	-	-	-	-
ONTARIO	10	5	1	5	698	21	26	4	-	-	-	2	56 T.H.	-
OXFORD	2	2	-	2	-	-	-	-	1	-	-	-	-	-
PEEL	28	8	2	11	1,115	2	-	-	-	1	-	2	-	-
PERTH	-	1	-	-	-	2	8	-	2	1	-	-	-	-
PETERBOROUGH	2	4	11	4	62	84	78	44	-	-	-	-	-	-
PRESCOTT & RUSSELL	1	1	-	2	87	-	1	-	-	-	-	-	-	-
PRINCE EDWARD	-	-	1	-	-	-	-	-	-	-	-	-	-	1 LDC
RENFREW	9	3	-	-	-	-	-	-	-	-	-	-	-	1
SIMCOE	12	1	2	9	307	63	49	8	-	-	-	-	-	3
STORMONT DUNDAS & GLENGARRY	3	2	1	1	-	98	89	15	-	-	-	-	-	-
VICTORIA	1	4	10	2	-	-	-	-	-	-	-	-	-	-
WATERLOO	6	8	1	4	427	21	30	-	-	2	-	-	-	-
WELLINGTON	2	2	-	2	14	36	24	5	-	-	-	1	74 T.H.	5
WENTWORTH	3	3	-	4	97	-	-	-	1	1	-	-	20 T.H.	-
ALGOMA	7	3	3	1	-	43	38	9	-	-	-	-	-	-
COCHRANE	2	4	1	-	-	41	22	13	-	-	-	-	-	-
KENORA	4	-	-	5	9	36	34	6	-	-	-	-	-	-
MANITOULIN	1	1	-	1	-	62	37	19	-	-	-	-	-	-
NIPISSING	3	-	-	1	31	38	32	3	-	-	-	-	-	-
PARRY SOUND	9	5	4	-	8	152	127	30	-	-	-	-	-	-
RAINY RIVER	-	1	-	1	-	15	10	2	-	-	-	-	-	4
SUDBURY	21	6	2	3	86	76	55	32	-	-	-	-	-	-
THUNDER BAY	7	2	-	3	50	31	29	-	-	-	-	-	-	-
TIMISKAMING	2	-	-	1	9	35	16	8	-	-	-	-	-	2
TOTAL	239	123	85	123	7,983	1,384	1,120	425	28	34	-	30	892 T.H. 827 A.	5 LDC 50

## box scores: official plans

October, November, December

### Submitted

Delaware  
Gananoque  
Huron County  
Jarvis Village  
Malden  
Rayside  
Seaforth  
Stayner  
Teck  
Vespra

TOTAL 10

### Approved by Minister

Alliston  
Dowling  
Elliot Lake  
Port Dover  
Sarnia Twp.  
Tiny  
Tisdale  
Tri-Town

TOTAL 8

### Approved by O.M.B.

TOTAL 0

K.STEPHEN editor

### Amendments Submitted

Anderdon - Township #1  
Barrie - City #44  
Bolton - Village #4  
Brampton - Town #58  
Brockville & Elizabethtown #18  
Burlington - Town #58, #59  
Chinguacousy - Township #39, #41  
Cobourg - Town #11  
Cochrane - Town #1  
Collingwood - Town #21  
Cornwall - City #5  
Couchiching - #1, #2  
Dryden - Town #1  
Gloucester - Township #7  
Guelph - City #  
Hamilton - City #274, #275  
Huntsville - Town #1  
King - Township #1  
Kingston - City #62  
Markham - Town #35  
Milton - Town #4  
Mississauga - Town #231, #232, #233  
Mountjoy - Township #1  
Neelon & Garson - Township #6, #7  
Newmarket - Town #7  
Niagara Falls - City #51 #52, #53  
Niagara-on-the-Lake - Town #4  
Ottawa - City #62  
Pickering - Village #18  
Port Colborne - City #17, #18  
Scarborough - Borough #281, #282, #283, #284, #285, #286, #287, #288, #289  
Shuniah - Township #8  
Timmins - Town #20, #22  
Tiny - Township #1  
Toronto - City #13, #14, #15, #18, #19  
Toronto Gore - Township #3, #4  
Valley East - Township #6, #7  
Vanier - City #4

Walkerton - Town #7  
Waterloo - City #1, #4  
Windsor - City #62, #64, #65, #66, #67, #68, #69

TOTAL 73

### Amendments Approved By Minister

Acton - Town #6  
Belleville - City #10  
Bradford & W. Gwillimbury #7  
Brantford - City #20  
Cobourg - Town #9, #10  
Galt & Suburban #2  
Hamilton - City #272, #273  
Hamilton-Wentworth (Saltfleet Section) #78  
Ingersoll - Sep. Town #6  
Kincardine - Town #7  
London - City #87, #88  
London - Township #17  
Markham - Town #23, #32, #33 #35  
Milton - Town #2  
Mississauga - Town #233  
Newmarket - Town #6  
Oshawa - City #34, #39  
Ottawa - City #41, #42  
Ottawa - City (Twp. of March) #36-A  
Port Hope - Town #1  
Prescott & Suburban #7  
Sarnia - City #18  
Sault Ste. Marie - City #14  
Scarborough - Borough #274, #275, #276, #278, #279, #281  
Timmins - Town #20, #22  
Windsor - City #53, #64, #65  
Woodstock - City #13  
York, North - Borough #252.

TOTAL 44

### Amendments Approved by O.M.B.

TOTAL 0

# ONTARIO PLANNING

*A farmer severed his road frontage into 26 separate lots and sold them off. Now in the spring and fall when he spreads manure on the remaining acreage, he has 26 irate neighbours complaining about the odour.*

## rural planning

In the last ten or twelve years the move from the cities to the countryside has reached flood proportions. Higher salaries, increased mobility, disenchantment with the city environment, all have contributed to ex-urban migration. Many of the rural areas surrounding urban centres were caught unprepared, with few or no development controls. Although many rural municipalities had subdivision control by-laws, a significant number did not. Isolated pockets of urban dwellings and strip development along highways and country roads now characterize many essentially rural townships.

In recognition of changing conditions the Province in 1970 enacted universal subdivision and part lot control to regulate the division of land right across the province. Permission to create one or more new lots must now be sought either from the Minister through the subdivision approval procedure, or from a consent-granting authority through the consent to sever procedure.

Since 1966 the Ministry has generally discouraged subdivision in rural municipalities that cannot provide the full range of urban services. The policy, as enunciated by Mr. Spooner and reiterated by Mr. McKeough, states that "urban development should not, with minor exceptions, occur in a rural municipality until that municipality has proven itself capable of handling the physical, financial and social consequences of such growth".

This has helped ease the problem somewhat but many lots are still being created by the consent to sever procedure. Consent was intended by the Department to create individual lots in some limited circumstances and in cases where a subdivision application would be unnecessarily unwieldy

and expensive. Minor infilling in towns and villages and creation of lots for retiring farmers or members of a farm family who work on the farm are the generally accepted uses of the consent procedure. Other legitimate uses are minor lot boundary adjustments and quit claim deeds for rights-of-way, mortgages, 21-year leases and easements for service lines. There are, however, cases of "subdivisions" created by consent. One lot after another, side by side, march down a county road, each created by a consent, until the area comes to look like an ill-conceived subdivision. The Department regards this as a perversion of the intent of the consent to sever.

The policy pursued by a rural municipality regarding consents depends on the guidelines available to its consent-granting committee. From this point of view, a municipality with a zoning by-law and an official plan is in a better position than one without. The zoning by-law defines the areas where certain uses are permitted, while the official plan designates broadly the areas planned for certain uses in the future. Consents in such a municipality can be granted on the basis of these directions.

*A farmer growing root vegetables no longer plows his fields in the fall because the owner of an expensive new home across the road complained that dust from the plowed fields sifted into every nook and cranny of his house.*

Municipalities with neither a zoning by-law nor an official plan are in a precarious position. Their committees have no guidelines on which to base their decisions; and the cumulative effects of their isolated decisions can change the face of the community forever.

The resulting changes in land use patterns have effects which are not immediately apparent but which can become expensive. In a gradually urbanizing rural area these effects occur because of the basically different outlook and values of the new inhabitants. The new residents are essentially urban-oriented. All too soon the charm of country living may give way to dissatisfaction with the lack of city services

they are used to having. Demands for services--police, fire protection, plowed roads, piped water and sewerage, and even skating rinks--may arise. They are easy enough to refuse if only one family is demanding them but if a number of families living in a strip down a concession road begin agitating, council may find itself hard put to turn them down. A county road that has come to look like a suburban street often has to be repaved because it was never meant to bear the increased traffic. A highway that has met the same fate suffers, first, reduced speed limits because of all the individual driveways opening onto it, and then possibly relocation. Ex-urbanites expect instant snow-plowing; they have jobs to get to in the city and must leave early. Their children have to go to school. If there are enough of them, school facilities have to be expanded. In any case, buses must be sent to collect them. All this costs money. Any advantages gained from assessment revenue can be more than offset by such demands. The services often must be installed at the expense of the whole municipality, not just the users of them. A farmer may end by paying part of the cost of a service he cannot use.

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*A two-county area in Ontario spends \$1,000,000 transporting 10,000 children to and from school. Art, French, Music and remedial teaching programs have suffered as a result.*

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The new country resident and the farmer often find themselves in direct conflict, especially if the farmer is operating an intensive animal farm. Disagreeable odours arise and the complaints soon follow. The farmer may have been there first with his enormous investment in barns, equipment and livestock, but that is no effective argument against the complaints.

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*A poultry farmer in eastern Ontario is now before the courts being prosecuted under The Environmental Protection Act because his recently arrived neighbours complained about the odour from his farm.*

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Another effect, but a much harder one to measure, is the social change that may be wrought by an influx of ex-urbanites. Again, this results from their basically urban outlook. It has happened in Ontario, notably in cottage areas but also in some townships close to Metro Toronto, that residents, dissatisfied with the lack of services, have run for municipal council--and won. With representation on council, the new residents are in a strong position to push their demands, which may (though not always) have to be met at the expense of the original inhabitants as well. Over a period of years, a once rural municipality may take on a definitely urban character.

The question of urban development in rural areas is not one of "right" and "wrong". The point is that the consequences of development must be realized and the development guided. A community that has given thought to its future, what its residents want, can, with the help of an official plan, zoning by-laws and sensitive consent-granting practices, become almost any kind of community it wants. But it must know what it wants and take steps to achieve the desired result before the opportunity is lost.

## **bill 196 - an act to amend the planning act**

Bill 196 came into force on June 30th, 1972 and makes the following changes and amendments to The Planning Act.

Subsection 1 of section 4 is amended to permit employees of municipalities and of local boards of municipalities outside of the planning area to be members of the planning board. Previously, municipal employees and members of local boards were denied the right to serve on planning boards in other planning areas where, for instance, they own property. The amendment should also enable a planning board, under certain circumstances, to call on more expert advice.

Subsection 3 of section 4 is deleted, and subsection 5 of section 4 is amended to remove the restriction on members of council

constituting a majority of the members of planning board. These changes give local councils discretion to make the decision as to the proper composition of the membership of a planning board making it possible for a planning board to become more equivalent to a committee of council. This is in line with the view of the Ministry that the position of local councils should be strengthened.

Subsection 2 of section 13 is amended to authorize the council of a designated municipality in a planning area to amend a proposed official plan before adopting it and submitting it to the Minister for approval. This amendment again will strengthen the position of councils and aid in overcoming some of the problems which have arisen where a council and planning board could not reach agreement on the content of proposed official plans.

Subsection 5 of section 29 is amended to make it clear that a by-law exempting lands from part-lot control may be repealed or amended, without the approval of the Minister, and that such lands are again subject to part-lot control.

Subsection 5 of section 32 is amended to require the Minister to lodge a restricted area order enacted by him in the office of the clerk of the municipality, or in the case of unorganized territory, in the appropriate registry or land titles office. This amendment will put the registration of Minister's zoning orders on the same footing as by-laws passed by municipalities in areas with municipal organization. In areas without municipal organization the effect of the provisions remains the same.

Certain subsections of section 33 are amended to state that the 5 percent land dedication required on a plan of subdivision is for park purposes rather than for public purposes other than highways. Municipalities may continue to receive cash in lieu which must be used for park purposes unless the Minister gives approval for the cash to be used for other purposes. In addition, the amendment makes it possible for a municipality to turn the money or land over to another public agency, such as

a conservation authority, who can then develop and maintain land for parks purposes.

A new subsection (1a) is added to section 35 to make it clear that municipalities have the authority to regulate minimum lot area as well as frontage and depth in a by-law passed under section 35 of The Planning Act and to regulate the density of development. It was always assumed that the present wording gave this power but a recent decision of the Court of Appeal unfortunately demonstrated otherwise and therefore this amendment was made. The provisions of this new subsection are retro-active but do not apply to any pending or recently given court decisions.

One of the most important provisions this year was the re-enactment of section 36 and amendments to parts of section 37. In 1969 a study was commissioned by the Department of Municipal Affairs to examine the maintenance and occupancy provisions of The Planning Act and resulted in the publication, in 1970, of a report written by Matthew B.M. Lawson, planning consultant, entitled *The maintenance of property -- a program for Ontario*. These amendments to the Act reflect the main proposals of this report together with various constructive, helpful and practical comments which were received from organizations and individuals throughout Ontario. The principal features of the changes are as follows:

- 1) The scope of the authority to adopt maintenance and occupancy by-laws include all types of property, including vacant property.
- 2) The authority is extended to municipalities who do not have an official plan (previously a statutory requirement) who can now adopt a policy statement approved by the Minister containing statements related to property standards.
- 3) The approval of the Ontario Municipal Board to such by-laws will no longer be required.
- 4) Provision is made for appeal from an order issued by a property standards office to the property standards committee, and further to a county court judge.

5) The period of repayment of loans is changed from the present 5 years to a period to be determined by municipal councils.

Subsection 1 of section 4 is changed to repeal the authority to establish a committee of adjustment for part of a municipality. In practice it was found that no municipality wished to establish a committee of adjustment on this basis and the provision was deemed to be superfluous.

Subsections 13 and 14 of section 42 are changed to vary the procedure in respect of appeals to the Ontario Municipal Board from a decision of a committee of adjustment. Appeals must now be submitted directly to the secretary-treasurer of the committee of adjustment or land division committee together with fees, and the secretary-treasurer is responsible for sending the appeal papers and fees to the Ontario Municipal Board. In addition, it is very important to note that the time limit for making an appeal is extended from 14 to 21 days.

A new section 44a is added to enable the Minister to resume dealing with any matter that he had been required to refer to the Ontario Municipal Board, such as an Official Plan, if all parties who requested the reference concur. This will overcome a previous situation which made it impossible for the Minister to resume dealing with matters that he had been required to refer to the Board, even though the original cause of dispute had been settled prior to a Municipal Board hearing having been arranged.

## consent-granting authority

Consent-granting power rests usually at the local level in either committees of adjustment or land division committees. In municipalities with neither, the Minister holds the authority. The division among these three authorities may best be described by

quoting from a speech by Mr. E.A. Gomme, formerly Head of Planning Administration.

1.

Committees of adjustment can grant consents:

a) if they were constituted before June 15, 1970;

*or*

b) if they were constituted after that date but the municipality has an official plan approved by the Minister

*unless*

the municipal council has passed a by-law authorizing the land division committee to grant consents

*or*

the Minister has withdrawn the authority of the committee of adjustment to grant consents. (After December 31, 1973, any committee of adjustment operating in a municipality without an approved official plan will lose its consent-granting power.)

2.

Land division committees, where they exist, can grant consents where there is no committee of adjustment with authority to grant them. (Land division committees can be established only by county councils and by councils of district, metropolitan, and regional municipalities.)

3.

The Minister has the residual authority to grant consents where neither a committee of adjustment nor a land division committee has consent-granting jurisdiction.

## reorganization (progress report)

Late last year the Committee on Government Productivity, (C.O.G.P.), as one of a series of reports to the government, made recommendations on the reorganization of provincial departments and agencies.

One of the recommendations was the creation of a new Ministry based largely on certain of the responsibilities of the former Department of Treasury & Economics and Department of Municipal Affairs. The name of the new agency is the Ministry of Treasury, Economics and Intergovernmental Affairs.

As some of the readers of Ontario Planning will have learned from a letter sent by the Honourable W. Darcy McKeough on April 10, 1972 to all municipal councils, the new Ministry is divided into seven major units as indicated on the attached chart.

The Deputy Minister is Mr. Ian Macdonald, previously Deputy Minister of Treasury & Economics.

The reorganization, while not complete, has already resulted in a substantial regrouping of functions previously conducted within the old Department of Municipal Affairs and some transfers of staff to new roles.

The details of the new Ministry are still being worked out by several task forces at the Ministry and Divisional levels. It is expected that the reorganization will be completed by October 1, 1972 and a full report will be issued at that time.

While the reorganization is only partially completed, a few comments might be helpful, particularly for those who have the occasion to communicate with staff in the Ministry.

1) With the exceptions noted in 2) and 3) the bulk of the functions previously conducted by D.M.A. are contained in two new Divisions -- Urban & Regional Planning and Municipal Services;

2) The Assessment Division has been transferred to the Ministry of Revenue;

3) The Finance Branch of D.M.A. is now located in the Taxation & Fiscal Policy Division of the new Ministry -- Mr. Al Reeve, previously Director, Municipal Accounting, is the Director;

4) Urban & Regional Planning Division -- Mr. Eric Fleming, previously Director of the Finance Branch is now Executive Director of the Urban & Regional Planning Division; Mr. Ron Farrow is the Director of the Municipal Organization Branch; Mr. Sam Clasky is Director of the Regional Development Branch; Mr. Keith Bain, formerly Supervisor of Official Plans in the old Community Planning Branch is now Director of the Planning Policy Branch under Mr. Fleming; Mr. Martin Sinclair has moved from the Community Planning Branch to become Manager, Planning Research Section, of this Division;

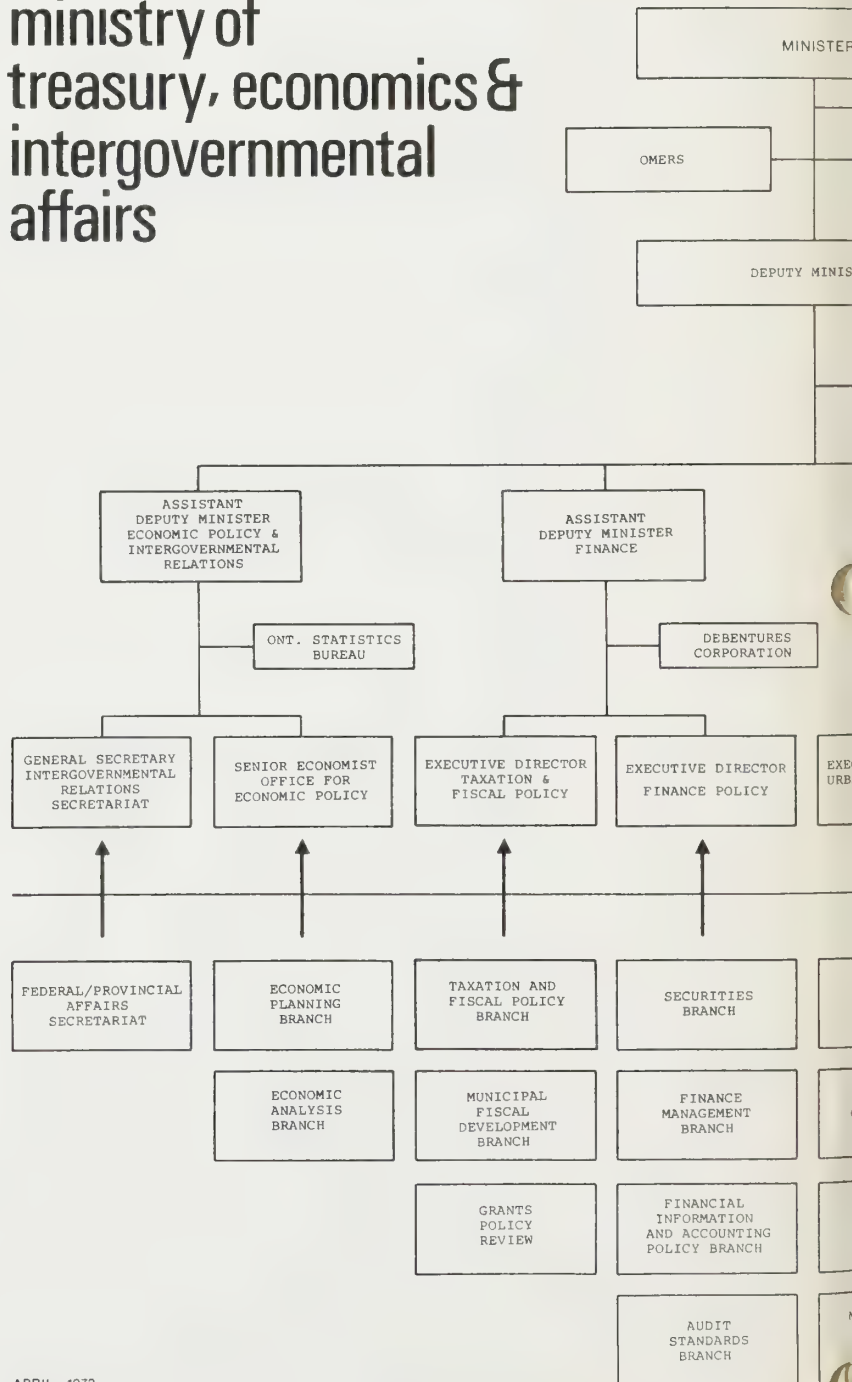
5) Municipal Services Division -- Mr. Don Taylor, previously Director of the Community Planning Branch has become Executive Director of the new Division; Mr. Al Butler is Director of the Advisory Services Branch; Mr. Marc Trewin is Director of the Subsidies Branch; Mr. Milt Farrow is Director of the Plans Administration Branch (containing the Official Plans and Subdivisions Section); Mr. Jack Brown maintains his responsibility for urban renewal plus assuming duties relating to new towns, design and publications units. The planning field officers in Ottawa, London, Thunder Bay and Sudbury report to Mr. Vince Bozzer, previously Executive Assistant to the Deputy Minister of Municipal Affairs;

6) Mr. William Palmer, previously Deputy Minister of D.M.A. has been appointed as Senior Advisor to the Ministry;

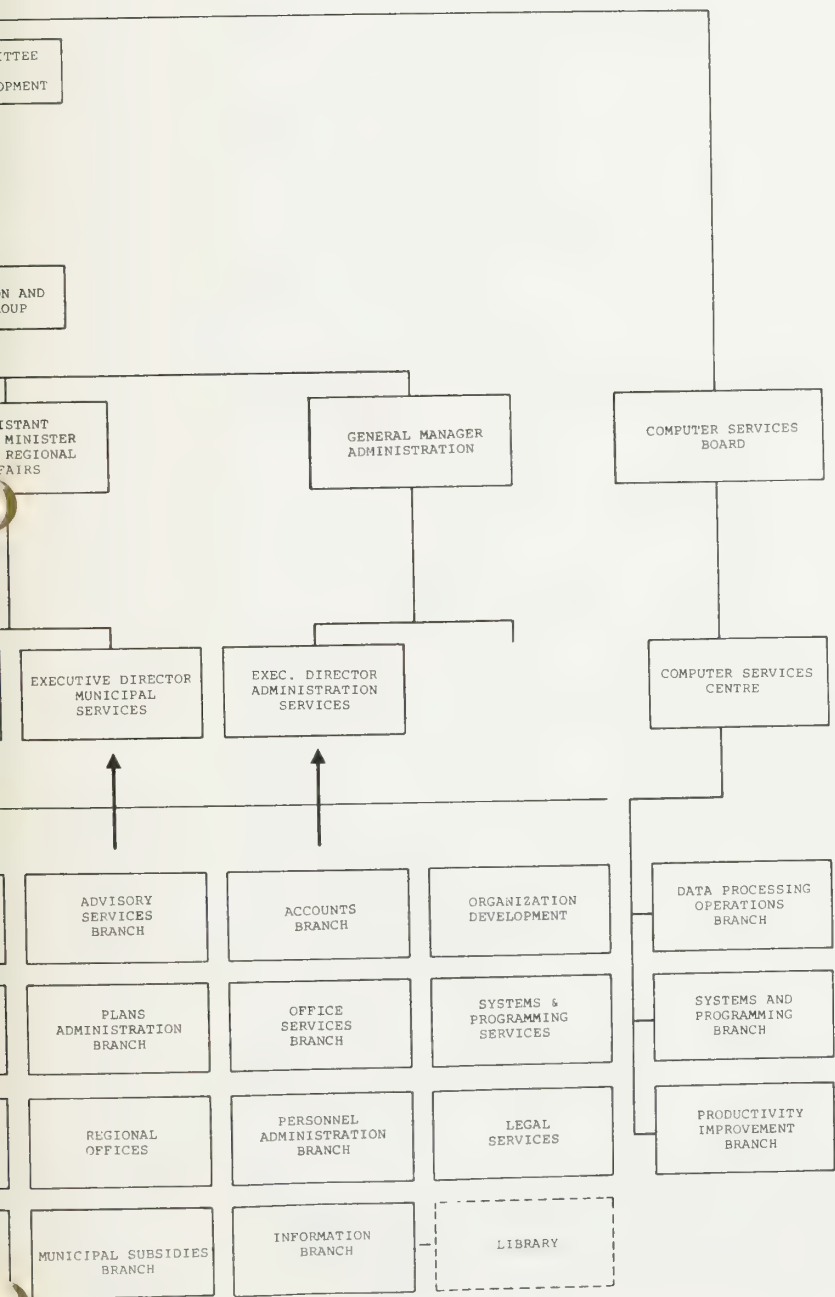
7) With the transfer of Mr. Bain and Mr. Farrow to new positions, Mr. Cecil Louis and Mr. William MacKay have been appointed Acting Supervisors of the Official Plans and Subdivisions Sections respectively;

8) Mr. Ted Gomme, previously Head, Planning Administration of the Community Planning Branch, has been seconded to the office of Mr. Don Stevenson, Assistant Deputy Minister, to assist in the implementation of the merger of the two Departments. Mr. Ed Cornies has assumed responsibility for Mr. Gomme's functions relating to the designation and operation of planning boards.

# ministry of treasury, economics & intergovernmental affairs



APRIL, 1972



Statistics include only those matters dealt with by the Minister. Consents granted by committees of adjustment and land division committees are not reflected in these figures.

## box scores: official plans

January, February, March, 1972

### Submitted

Ajax - Town	
Bath - Village	
Cochrane & Suburban	
Esquesing - Township	
Harrow	
Houghton	
Ignace	
Kapuskasing	
Lakehead	
	<u>TOTAL 9</u>

<u>Approved by Minister</u>	
Township of Blenheim	
Whitney	
	<u>TOTAL 2</u>

<u>Approved by O.M.B.</u>	
	<u>TOTAL 0</u>

### Amendments Submitted

Amaranth - Township #1  
 Barrie - City #6  
 Bowmanville - Town #5, #6  
 Brampton - Town #57  
 Brockville #19  
 Chinguacousy #40  
 Cornwall #6  
 Couchiching #3  
 Etobicoke #242, #243  
 Exeter #2  
 Flamborough West #82  
 Garafraxa East #1  
 Grimsby #11  
 Guelph #3  
 Hamilton Wentworth  
 (East Flamborough) #80  
 Kemptville #1  
 London #90, #91, #92, #93  
 Mississauga #234, #235  
 Niagara-on-the Lake #5, #6, #7, #8  
 Oshawa #1  
 Parry Sound #1  
 Port Colborne #19  
 Richmond Hill #4  
 Sault Ste. Marie #15, #16, #18  
 Scarborough #290, #291,  
 #292, #293, #294  
 Smith Township #1  
 Smiths Falls #3  
 Timmins #17, #19, #21, #23

Toronto #16, #17  
 Vaughan - Town #26, #27  
 Walkerton #8  
 Waterloo #3, #5, #6  
 Welland #23  
 Windsor #70, #71, #72, #73  
 Woodstock #14  
 York - Borough #16  
 York North #D12-8 #253 TOTAL 63

### Amendments Approved by Minister

Barrie - City #2, #6  
 Bowmanville - Town #5, #6  
 Brockville & Elizabethtown #18, #19  
 Chinguacousy #38  
 Cochrane - Town #1  
 Collingwood - Town #20  
 Cornwall City #3  
 Dryden - Town #1  
 Etobicoke - Borough #239, #241  
 Guelph - City #2  
 Hamilton - City #274  
 Kemptville #1  
 Kincardine - Town #5, #6, #8  
 Kingston City #62  
 London - City #93  
 Mississauga #230, #231, #232  
 Niagara-on-the Lake - Town #3, #5  
 Oshawa - City #33, #35, #36  
 Oxford County #1  
 Port Colborne #19  
 Port Hope #2  
 Scarborough #280, #285, #286, #287,  
 #288, #289, #290, #291, #293  
 Timmins #17  
 Valley East Twp. #2  
 Walkerton #7  
 Welland #23  
 Windsor #67, #69, #70  
 York - Borough #16 TOTAL 49

### Amendments Approved by O.M.B.

North York #249	<u>TOTAL 1</u>
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# box scores: subdivisions

## SUBDIVISIONS SECTION STATISTICS JANUARY, FEBRUARY, MARCH 1972

CofA - Committee of Adjustment  
LDC - Land Division Committee  
TH - Town Houses  
A - Apartments  
D/A - draft approval  
N/A - not approved  
F/A - final approved  
Gr'd - granted

County, Region or District	SUBDIVISIONS				Lots Reg'd	CONSENTS			CONDOMINIUMS					Units Reg'd	CofA Appeal
	New Ap. Rec'd	Draft plan D/A	N/A	F/A		Appl. Rec'd	Gr'd	Not Gr'd	Rec'd	D/A	N/A	F/A			
METRO TORONTO	14	5	1	5	360	-	-	-	7	16	-	8	1039 A	-	
NIAGARA	10	1	3	7	663	-	-	-	-	1	-	-	102 TH	1	
OTTAWA	5	2	-	5	40	-	-	-	3	1	-	-	-	5	
CARLETON	11	2	7	7	1485	20	3	16	2	-	1	-	19 A	-	
YORK	1	2	6	-	40	-	-	-	-	-	-	-	-	-	
MUSKOKA															
BRANT	3	-	1	-	-	7	1	1	-	-	-	-	-	-	
BRUCE	6	2	2	-	52	-	-	-	-	-	-	-	-	1	
DUFFERIN	-	-	2	1	61	26	22	11	-	-	-	-	-	1	
ELGIN	3	2	1	1	39	-	-	-	-	-	-	-	-	-	
ESSEX	8	2	1	1	144	72	53	12	1	1	-	2	39 TH	2	
FRONTENAC	2	1	1	2	63	46	41	16	-	-	-	-	-	8	
GREY	8	1	2	-	-	-	-	-	-	-	-	-	-	-	
HALDIMAND	3	-	-	-	-	12	11	7	-	-	-	-	-	2	
HALIBURTON	1	2	4	-	18	-	-	-	-	-	-	-	-	-	
HALTON	7	-	-	7	496	-	-	-	1	1	-	2	73 TH	-	
HASTINGS	4	2	2	1	-	-	-	-	1	-	-	1	-	13	
HURON	2	2	1	-	32	-	-	-	-	-	-	-	-	1 LDC	
KENT	-	1	1	1	66	-	-	-	-	-	-	-	-	-	
LAMBTON	-	3	-	1	-	-	-	-	-	-	-	-	-	-	
LANARK	1	-	-	-	8	105	92	19	-	-	-	-	-	-	
LEEDS & GRENVILLE	1	-	-	-	50	-	-	-	-	-	-	-	-	1	
LENNOX & ADDINGTON	2	-	1	-	-	-	-	-	-	-	-	-	-	-	
MIDDLESEX	3	-	2	-	-	-	12	1	1	-	-	-	-	-	
NORFOLK	-	-	-	-	-	14	14	2	-	1	-	-	-	-	
NORTHUMBERLAND & DURHAM	9	1	3	-	-	92	87	20	-	-	-	-	-	5	
ONTARIO	11	7	6	5	142	27	23	10	1	-	-	-	120 TH	4	
OXFORD	2	2	-	-	34	-	-	-	-	-	-	-	-	-	
PEEL	18	3	8	14	395	-	-	1	3	1	-	-	105A	-	
PERTH	1	-	-	-	-	3	3	-	-	-	-	1	48 TH	-	
PETERBOROUGH	3	9	2	3	61	89	55	24	-	-	-	-	-	-	
PRESCOTT & RUSSELL	4	2	2	1	38	-	-	-	-	-	-	-	-	1 LDC	
PRINCE EDWARD	2	-	-	1	-	-	-	-	-	-	-	-	-	-	
RENFREW	4	2	-	1	-	-	-	1	-	-	-	-	-	-	
STIMCOE	20	4	11	4	159	70	53	41	-	-	-	-	-	1	
STORMONT DUNDAS & GLENGARRY	2	5	-	2	8	26	77	14	-	-	-	-	-	-	
VICTORIA	2	3	7	2	-	2	-	-	-	-	-	-	-	2 LDC	
WATERLOO	2	2	-	-	234	13	16	-	1	-	-	1	-	-	
WELLINGTON	7	1	-	4	103	20	19	3	2	-	-	-	-	-	
WENTWORTH	5	4	3	1	29	-	-	-	1	1	-	-	-	-	
ALGOMA	8	4	2	-	-	41	44	6	-	-	-	-	-	-	
COCHRANE	3	1	1	3	-	45	22	14	-	-	-	-	-	-	
KENORA	3	3	1	2	28	72	42	3	-	-	-	-	-	-	
MANITOULIN	3	8	3	3	18	21	22	7	-	-	-	-	-	-	
NIPISSING	2	1	2	1	40	34	26	3	-	-	-	-	-	-	
PARRY SOUND	6	7	4	7	70	95	102	22	-	-	-	-	-	-	
RAINY RIVER	1	1	-	-	-	11	9	1	-	-	-	-	-	-	
SUDBURY	9	2	1	1	7	57	53	9	-	-	-	-	-	-	
THUNDER BAY	7	2	-	2	-	48	29	1	-	-	-	-	-	1	
TIMISKAMING	3	-	-	1	34	22	19	6	-	-	-	-	-	-	
TOTAL	232	104	94	97	5,017	1,150	951	271	24	23	1	15	1,163 A 394 TH	49	

## SUBDIVISIONS SECTION STATISTICS

APRIL, MAY, JUNE 1972

CofA - Committee of Adjustment

TH - Town Houses

A - Apartments

D/A - draft approval

N/A - not approved

F/A - final approved

Gr'd - granted

County, Region or District	SUBDIVISIONS					CONSENTS			CONDOMINIUMS				
	New Ap. Rec'd	Draft plan D/A	N/A	F/A	Lots Reg'd	Appl. Rec'd	Gr'd	Not Gr'd	Rec'd	D/A	F/A	Units Reg'd	
METRO TORONTO	16	8	-	11	1,000	-	-	-	6	3	9	195 TH 2,293 A	
NIAGARA	23	7	6	2	270	-	-	-	-	-	2	20 TH	
OTTAWA	6	3	-	1	252	-	-	-	2	-	1	177 TH 158 A	
CARLETON	12	1	14	4	437	21	10	9	2	1	-	-	
YORK	3	5	3	1	8	-	-	-	-	-	-	-	
MUSKOKA	7	3	-	2	102	8	3	-	1	-	-	-	
BRANT	4	1	4	7	32	-	-	-	-	-	-	-	
BRUCE	-	-	1	3	151	34	20	7	-	-	-	-	
DUFFERIN	-	1	-	1	54	-	-	-	-	-	-	-	
ELGIN	7	2	-	2	162	78	42	20	-	1	-	105 A	
ESSEX	5	1	2	1	19	88	33	19	-	-	-	-	
FRONTENAC	6	4	3	-	-	-	-	-	-	1	1	-	
GREY	1	-	2	-	-	20	11	2	-	-	-	-	
HALDIMAND	4	4	2	-	18	-	-	-	-	-	-	-	
HALIBURTON	13	8	2	8	538	-	-	-	-	2	-	20 A	
HALTON	6	1	-	-	-	-	-	-	-	-	-	-	
HASTINGS	1	1	-	-	-	-	-	-	-	-	-	-	
HURON	1	1	-	4	350	-	-	-	-	-	-	-	
KENT	3	1	-	2	47	-	-	-	-	-	-	-	
LAMBTON	1	-	-	2	23	118	57	11	-	-	-	-	
LANARK	1	-	-	1	8	-	-	-	-	-	-	-	
LEEDS & GRENVILLE	1	-	-	2	90	-	-	-	-	-	-	-	
LENNOX & ADDINGTON	5	4	-	1	-	-	-	-	-	1	-	-	
MIDDLESEX	1	-	-	-	-	17	6	6	-	-	-	-	
NORFOLK	4	1	3	1	-	128	79	54	-	-	-	-	
NORTHUMBERLAND & DURHAM	17	4	5	17	471	28	13	6	-	-	-	-	
ONTARIO	1	4	-	1	107	-	-	-	-	-	-	-	
OXFORD	23	12	3	5	610	-	-	-	-	2	-	159 TH	
PEEL	1	1	-	1	39	3	1	-	-	-	-	-	
PERTH	7	3	2	4	136	105	78	39	-	-	-	-	
PETERBOROUGH	2	1	1	2	27	-	-	-	-	-	-	-	
PRESCOTT & RUSSELL	2	-	1	-	36	-	-	-	-	-	-	-	
PRINCE EDWARD	5	-	1	1	12	-	-	-	-	-	-	-	
RENFREW	29	6	31	6	473	82	73	14	-	-	-	-	
SIMCOE	4	-	1	4	45	90	87	10	-	-	-	-	
STORMONT DUNDAS & GLENGARRY	-	1	1	2	-	-	-	-	-	-	-	-	
VICTORIA	7	3	-	6	393	6	22	-	1	1	-	16 A	
WATERLOO	1	2	2	2	212	48	25	6	-	1	-	-	
WELLINGTON	10	3	1	1	187	-	-	-	1	1	5	205 TH 388 A	
WENTWORTH	6	7	-	2	14	48	33	20	-	-	-	-	
ALGOMA	3	5	-	3	27	36	26	14	-	-	-	-	
COCHRANE	2	1	-	-	85	104	95	4	-	-	-	-	
KENORA	6	2	-	-	25	30	12	12	-	-	-	-	
MANITOULIN	4	8	1	4	54	56	23	7	-	-	-	-	
NIPISSING	12	11	6	4	116	115	89	29	-	-	-	-	
PARRY SOUND	-	1	-	-	-	42	14	3	-	-	-	-	
RAINY RIVER	22	22	6	3	122	81	28	32	-	-	-	-	
SUDBURY	4	4	-	3	82	45	28	12	-	-	-	-	
THUNDER BAY	7	4	-	1	-	29	22	16	-	-	-	-	
TIMISKAMING	306	162	104	128	6,834	1,460	930	352	13	14	18	2,980 A 756 TH	
TOTAL													

## bookshelf

### *Rural Route to Planning*

Colour brochure outlining the three common types of urban development found in rural areas and the consequences of their uncontrolled growth.

Available free from Publications, Municipal Services Division, Ministry of Treasury, Economics and Intergovernmental Affairs, 801 Bay St., Toronto 181.

### *Shopping Centre Decisions*

Robert W. McCabe

The Phase I report of the department's study on shopping centres. This publication has been prepared to help the decision-makers--public and private--measure the potential impact of new retail facilities on the community and the region.

The research focussed on what has been happening in Ontario and examined the bases of decision-making and the adequacy of existing or proposed official plan policy statements in assuring orderly development of retail facilities.

Belleville and Thunder Bay were used as case studies.

88 pp., cerlox-bound, \$3.00. Available from the Ministry of Treasury, Economics and Intergovernmental Affairs, 801 Bay St., Toronto 181. Make cheques or money orders payable to the Treasurer of Ontario.

### *Beyond the Bulldozer*

One of the urban renewal projects under way when the freeze on grants occurred in 1968 was Ottawa's Lower Town East. Happily, the city was able to carry on with the project. This book provides a look at what has been done so far in Lower Town, how well it has worked, and what the choices for the future are.

The approach used was a combination of replacing the worst housing, and repairing and remodelling much of the rest.

Available free from the Department of Community Renewal, City of Ottawa. 64pp.

### *Brunetville: A Neighbourhood Reborn*

One of the most remarkable experiments in rehabilitation ever undertaken is now virtually complete in Brunetville, a small residential area just outside Kapuskasing. Brunetville provided a unique opportunity for a program that actively involved the residents, the municipality, and the provincial government working together toward better housing and a better total environment.

In 1959 Brunetville presented a gray picture of improvised, unserviced homes, littered yards, and narrow dirt roads. By the end of 1971 Brunetville had had a dramatic face-lift. Tons of litter had been removed, new services installed, building lots re-organized, and new homes built. Most important, however, is that the residents themselves willingly spent their own money to rehabilitate their own homes.

This publication is the story of the Brunetville project from its inception to its completion, and includes a photographic record of the work done.

35 pp., illus., paperback, \$2.00. Available from the Queen's Printer, Queen's Park, Toronto 182. Make cheques or money orders payable to the Treasurer of Ontario.

### *Minimum Property Standards By-Laws Programs in Ontario*

An outline of the programs of municipalities with by-laws passed under Section 36 of The Planning Act. Includes discussion of each municipality's by-law and its administrative set-up; lists objections raised to various by-laws at OMB hearings; and presents a chronological summary of each by-law.

Limited number available free from

the Urban Renewal Section, Municipal Services Division, Ministry of Treasury, Economics and Intergovernmental Affairs, 801 Bay St., Toronto 181.

## videotapes

### *You, the City and Planning*

The Central Ontario Chapter of the Town Planning Institute of Canada has produced five videotaped programs on planning. The five tapes are for use on cable TV systems and were produced with the assistance of a grant from this ministry. They will be available on loan from the ministry's library.

Each film runs for 30 minutes or slightly less. The videotape used was one-inch 3M tape designed for IVC (International Video Corp.) equipment.

TPIC has plans to produce three more series on different aspects of planning but as yet there are no release dates.

Titles in the presently available series are as follows:

#### *Lytton Park*

A community organization successfully negotiates with an apartment developer to reduce the impact of his building on the neighbouring single-family residential area in the City of Toronto.

#### *Uptown Traffic*

The City of Toronto established a task force consisting of members of two community organizations to participate in the political decisions for this area.

#### *Bluffers Park*

A community organization convinced the Borough of Scarborough that it was unnecessary to demolish a street of houses in order to provide a scenic road along the lip of the Scarborough Bluffs, a regional park.

### *Living with Industry*

A community organization and Pollution Probe confront a major neighbouring industrial operation which is creating serious nuisances in established residential areas in the Borough of Scarborough.

### *Public Housing Residents*

The residents of the Borough of Etobicoke who live in housing provided by the Ontario Housing Corporation are demanding community facilities within their neighbourhoods.

To borrow one or more of these tapes, contact the Library, Ministry of Treasury, Economics and Intergovernmental Affairs, 801 Bay Street, Toronto 181.

K. LENMAN editor

# ONTARIO PLANNING

*Official plans are the visionary products of head-in-the-clouds planners; municipal politics is about real problems and hard compromise decisions made by practical people.*

## the official plan why? what? how?

This is an attitude which, though beginning to fade, still remains in the minds of many. The following article is based on talks delivered to various groups of municipal officials by Paul Bruer, Study Director of the Ministry's Official Plan Study.

Mr. Bruer's study was discussed originally in the December 1970 issue of the Newsletter. Since then Mr. Bruer has conducted numerous interviews around the province and sent out hundreds of questionnaires. He is now analyzing the comments on his working papers and the answers to his questionnaires. The final report, in the form of an official plan manual, is expected to be ready within the year.

The opinions expressed are those of the Study Director and not necessarily those of the Ministry.

Municipal government performs two general groups of activities: regulatory ones, such as the maintenance of law and order, and licencing various businesses; and active ones, such as the provision of streets, utilities, and health and welfare programs.

Whether these activities are conducted in the general public interest or in some private interest (including the personal interest of the politician in remaining in office), all are directed towards the public purpose of improving the delivery of services to the citizen. The political actions involved are designed to produce some desired state of affairs at some future time. This is in effect a kind of planning and in this general sense municipal councils have always planned.

Planning of this nature, however, is often largely opportunistic or is comprised of an unrelated series of individually planned choices and decisions. What the professional planner and administrator usually mean by planning is an

approach to policy and decision-making which calls for objective analysis of facts and careful consideration of alternative possibilities for action and of the implications of action. The process involves first the setting out of goals, then the conducting of careful studies, the formulation of objectives and policies, and finally the reviewing and adjusting of the entire process. In many municipalities this is a relatively recent sort of activity, and in many others it has not yet begun.

One element of the municipal planning process is the official plan -- a formal public planning statement adopted by council and approved by the Minister. The official plan constitutes a commitment to planning, a commitment which would not otherwise be likely to occur. (Once the plan is approved, all by-laws and works of local government authorities must conform to it.) It also constitutes a public record of commitment and thus provides citizens not only with some certainty about the future but also with a means of checking the performance of their elected officials.

### the plan document

As a statement of commitment regarding public policy the plan should provide the citizen with answers to questions that will arise: What is being proposed? What choices have been made? What sort of commitment is being made to do what? When, where, how will it be done? How will the plan respond to changing conditions? If an official plan includes the following five elements it should be possible for anyone to find the answers in the document.

#### 1. Introduction

"The nature and use of the plan." The introductory section should discuss why the plan was considered necessary and what it is intended to do. A short account of the history of the municipality could be included, pointing out how it has changed and how the official plan may be used to guide continuing change.

#### 2. Background

A number of background studies



have been undertaken to provide the basis of the plan's proposals. These will likely include studies of population characteristics and projections, transportation facilities and so on. A section of the plan should be given over to a summary of the studies and a discussion of their planning implications.

### 3. Goals

"This is the kind of future we would like in this community." Goals may be defined as ideals to be aimed at but which are not necessarily achievable. They are essential to the plan because they give a focus to all its other aspects.

### 4. Objectives

"Specifically, this is what we want and can achieve." Objectives are achievable ends directed towards the goals. They should be set out clearly so that citizens can determine whether they are being, or have been, achieved.

### 5. Policies

"This is what the public authorities are going to do to achieve the objectives." The policies constitute a program of activities which, in the opinion of local authorities, will lead to the accomplishment of the objectives and thus to an approximation, eventually, of the goals.

There is one further element to the official plan which must not be neglected. No document remains immutable through time. Changing circumstances and changing aspirations can make the plan or parts of it obsolete. An integral part of the planning process is the review and revision which must be carried on constantly to keep the official plan a meaningful statement.

The definition of goals, objectives and policies in concrete terms can become confusing for they will some times appear to overlap. As a simplified example, let us take the case of a small town of, say, 10,000 people. The introduction to this town's plan might describe the circumstances of the town: that it is small, has a

stable but slow growth rate, has no large industries, little unemployment, and not much in the way of nuisances (pollution, noise, crime). If the town wishes to remain essentially the same, it might set out as its goals the provision of a good standard of living to all its citizens in congenial surroundings.

As objectives it might set out what it considers a manageable annual population growth rate, and the attraction of small, "clean" industries together with the discouragement of large, "noxious" ones.

Policies directed towards these objectives might include the provision of limited amounts of serviced residential land, and property or service rate concessions to industries considered desirable and likely to thrive.

### the plan and the citizen

The official plan is *council's* plan. Its adoption and implementation are the responsibility of those practical people mentioned at the beginning of this article. The role of the planning board and staff is advisory -- the responsibility is council's and, therefore, the plan is a political document.

In a democracy, political decisions must be palatable to a majority of citizens (keeping always in mind that minority rights must be protected as far as is consistent with the public welfare). The only way to be sure that the plan is acceptable to the citizens is to invite their participation in the decision-making process all down the line. In the past councils and planners have tended to regard citizens as sand in the gears of efficient municipal machinery. But, as the traditional assumption that any and all development is A Good Thing is being increasingly called into question, early and frequent consultation with the public is becoming a necessity.

One elementary, but often overlooked, factor in engaging

citizen response is that if a citizen cannot understand the document, he cannot approve (or disapprove) it. To this end the plan document must be clearly and logically set out, free of professional and technical jargon, and containing only those maps necessary to illustrate a point. (Many times official plans have been regarded as little more than land use maps and a bewildering array of symbols and scales have been presented for the confused citizen's edification.)

From a practical point of view, an early demonstration of commitment to the plan will enhance its image in the public eye. Rather than passing a restrictive zoning by-law as its first act under the new plan, council might consider undertaking immediately a public works project called for in the plan. The possibly negative image of the zoning by-law necessary to implement the plan might be usefully offset if the positive aspects were given at least equal publicity.

#### does it work?

There have been official plans in Ontario for 25 years. They have enjoyed varying degrees of success. An analysis of the history of the official plan in Ontario would be lengthy and involved and cannot be undertaken here. The success or failure of an official plan, however, depends largely on the degree of commitment to it from the very beginning. A municipality committed to the value of planning will produce a good official plan with reasonable goals and achievable objectives and will adhere to it by formulating policies and undertaking activities in agreement with it.

Orderly development and municipal economies in the provision of services are the result. Very seldom does orderly development take place without an official plan. By the same token, a poor official plan full of motherhood statements and ill-defined objectives and policies, if any, does nothing to eliminate chaotic development.

A good official plan, solidly backed by council and citizens

alike, is a municipality's best chance of becoming (or remaining) a place its citizens will enjoy living in.

## the next step design for development, phase III

The traditional system of ten economic development regions adopted by the Province in the mid-1950's will be replaced by a new structure of planning regions for the design and implementation of regional development plans.

The new planning regions--there are five of them--cover Eastern, Central, Southern and Western, Northeastern, and Northwestern Ontario and will be introduced effective January 1, 1973. All subsequent reports on the Regional Development Program will be based on them.

In announcing the new system in *Design for Development, Phase III*, former Provincial Treasurer W. Darcy McKeough pointed out that the existing ten economic regions had been established as statistical units by the federal government and were not designed specifically for planning and development purposes.

"Large units covering a major urban centre and its entire tributary region are required," he said, "if we are to make plans that are rationally related to the economic and social activities of the Province." The new regions, he said, would form the basis for "as many regional administrative activities as possible."

In line with this, Mr. McKeough announced new advisory groups to work with the regional planning program. Five new bodies will be established representing business, commercial and academic interests, as well as five counterpart municipal groups.

The former Minister said he hoped the new structure for public participation in the Regional Development Program would be in operation by January 1, 1973.

Changes in regional structure call for corresponding changes in provincial government organization.

The Advisory Committee on Regional Development--composed of deputy ministers--has been reconstituted as the Advisory Committee on Urban and Regional Planning. All of the policy fields in the reorganized government structure are now represented and terms of reference have been expanded to include issues related to municipal reorganization and local policies on planning and development. The ten regional advisory boards will also be reduced to five.

Aside from the Toronto-Centred Region, where considerable refining work is going on, the Regional Development Program has been concentrating on completing Phase I reports for the existing economic regions. Southern Ontario has been completed and Phase I reports for all regions are available.

In Northwestern Ontario, the Minister has announced specific policy guidelines for implementing a regional development strategy which would include developing a regional communications network centred on Thunder Bay and a general transportation plan. A Phase I report for Northeastern Ontario was completed more than a year ago.

### local government reform

Referring to his 1968 *Design for Development, Phase II* statement, Mr. McKeough noted that the major municipal reorganizations accomplished for Ottawa-Carleton, Niagara and York were well underway. The District of Muskoka has been established and the new City of Thunder Bay represents a major consolidation.

"On January 1, 1973," he added, "three more significant municipal reorganizations will be achieved in the Sudbury area, in the Waterloo area and in Timmins-Porcupine. These reforms will play a large part in creating municipalities that can, and I am confident will, be more responsive to the needs of the residents they serve."

"What is required now," the Minister asserted, "is new

emphasis upon the need to have, in fact, a cohesive *policy on local government* to guide the many Ministries of the Provincial Government....If we are to have what we genuinely term a policy on local government, the co-operation and positive support of every Ministry will be required in a review of the division of responsibilities between the Province and local government."

Mr. McKeough pointed to the creation of provincial policy fields as a means of providing for "a better integrated approach to policies and priorities involving related services". These policy fields will be examining their relationships with local government. A similar integration should take place in local government on the grounds that if services and functions are related, responsibility for them should not be divided.

"The special purpose approach to functions," he said, "makes priorities rather inflexible by definition. In a situation of limited resources, local governments should be able to shift their priorities and be better able to respond to changing requirements."



Central Ontario Region,  
Peterborough City Hall

The responsibility for the review of these relationships and related policy information is located in the Ministry of Treasury, Economics and Intergovernmental Affairs. The Minister added that he intended to rely on such bodies as the Provincial-Municipal Liaison Committee, the Task Force on Policing and Task Force Hydro for advice on the appropriate role and organizational arrangements for these responsibilities in local government.

Significantly, Mr. McKeough noted that "more and more counties are pressing for, or initiating, studies that, by definition, and perhaps other motivation, cease at county lines." "There is mounting evidence that the county in Ontario often does not reflect modern communities of interest nor suitable bases for public policy--especially the basis for appropriate co-ordination and implementation of broad planning policies".

"We cannot reasonably expect counties to be the architects of broad new forms of local government," he declared. "It is indeed valid to ask in which ways the present boundaries of the various counties are or are not relevant. It is now time to broaden the basis upon which local government studies are undertaken."

Mr. McKeough emphasized in his statement that there was no set arrangement for the reform of local government. It is unlikely, for example, that regional municipalities would be needed throughout the province. Consolidations, he said, could perhaps be a "very suitable alternative" in some areas.

Whatever the approach, he said, the Province intends to be more systematic in its efforts to prepare a new map of local government.

"Special attention will be given in the immediate future to devising a more direct process for achieving major consolidations. We are more and more convinced that it is not appropriate to expect the Ontario Municipal Board

photos left  
Lake Erie

photos below  
Eastern Ontario  
a land van



to provide the forum from which major policy decisions should come as to the future of local government."

Mr. McKeough noted that the role of the OMB is now being reviewed by a Select Committee of the Legislature and that its recommendations will be "an important element in our local government policy development in the future".

A major priority for the Ministry is the definition of study areas along the Montreal-Windsor corridor where municipalities are under intense pressure. Proposals for the municipalities immediately east and west of Metro Toronto in the Toronto-Centred Region will be made this year and the same timetable could apply to the Haldimand-Norfolk area where the Study Director's recommendations are being prepared. The Minister also said

he hoped that proposals for the remaining municipalities in southern Ontario would be presented by 1975.

As for northern Ontario, said Mr. McKeough, the Province will announce its policies for strengthening local government and for establishing planning and other services in unorganized areas by the fall of this year.

The Minister's statement, delivered June 19 in Ottawa to the founding convention of the Association of Municipalities of Ontario, was an amplification of a statement delivered earlier in the Legislature by Premier William Davis. Both statements are contained in the publication *Design for Development, Phase III* which is available from the Regional Development Branch, Services Section, 880 Bay St., Toronto 181.



right-  
region:

COFFEE S



## how should our region grow? more on phase I

Readers who puzzled their way through earlier Phase I reports of the Regional Development Program will take comfort from the new format of the more recent releases. In contrast to the large, technical documents published for the Mid-Western, Niagara and Northeastern Regions, Phase I reports for the five remaining regions are written for the non-professional public.

Booklets covering the Lake Erie, St. Clair, Lake Ontario, Georgian Bay, and Eastern Ontario Regions have been published in the new format. Each is supported by a much longer technical paper.

The booklets are brief, illustrated and highly readable. They offer a picture of development issues and conflicts as they are evolving in each region's social, economic and physical resources, and an analysis of trends. They conclude with brief descriptions of broad development goals which illustrate different ways the region's growth could be shaped.

The reports stress that the booklets do not represent *plans* for regional development but, rather, guidelines for discussion for local governments, businessmen, developers and anyone interested in the

pattern and future of their region. A series of public meetings are being planned for each region to permit discussion of the issues and alternatives posed in each report. The next stage--Phase II--will include an analysis of this response in a second report setting out specific policy recommendations and suggestions for making them work. Phase II reports have been completed for North-western Ontario and the Toronto-Centred Region.

Perhaps the most interesting section in the new booklets (the format is relatively standard) deals with how different techniques produce different patterns of growth: the effects of living with present trends, for example, or of tight centralization of growth versus wide dispersal; the economies of providing services in a few major communities versus giving every community a more-or-less equal chance to grow. The only judgement any of the reports will make at this initial phase of the Regional Development Program is that all planning techniques have both advantages and disadvantages. Hence the need for wide public response to the question: How should our region grow?

The booklets are available in limited supply from the Ontario Government Bookstore, 880 Bay St., Toronto 181. (No charge.)

## bookshelf

### *Haldimand-Norfolk Environmental Appraisal*

Victor Chanasyk

Soon after his appointment in 1969, the Director of the Haldimand-Norfolk Study commissioned an environmental appraisal of the two-county area. Everything from water quality to historic sites was surveyed and evaluated by a group of experts headed by Professor Victor Chanasyk of the University of Guelph's School of Landscape Architecture. Recommendations were made on the choice of soils for urbanization, reforestation policy, conservation of aquatic life, preservation of natural vistas, location of industry, and many other subjects. This two-volume publication represents a unique attempt to assemble and study the environmental data on an area prior to forming a planning policy for it.

The text is illustrated with photographs, maps and diagrams. Thirty-six two-colour fold-out maps accompany the 12 chapters.

2 vols., illustrated, 36 fold-out maps. \$10 per set. Queen's Printer, Queen's Park, Toronto. Make cheque or money order payable to the Treasurer of Ontario.

### *Strategy For Growth--Waterloo-South Wellington Area Study*

This study of an 800-square-mile area comprising Waterloo County and the southern part of Wellington County will form the basis of future planning policies when regional government takes effect in Waterloo County on January 1, 1973. Existing development trends pretty well dictate the direction and magnitude of growth over the next ten years. But the region must start planning now for the strategy it will adopt to guide between 1981 and 1991.

The report, prepared by a consortium of local and provincial planners and government agencies, contains 39 recommendations

covering transportation, sewerage, water management, regional parks, and residential, commercial and industrial development.

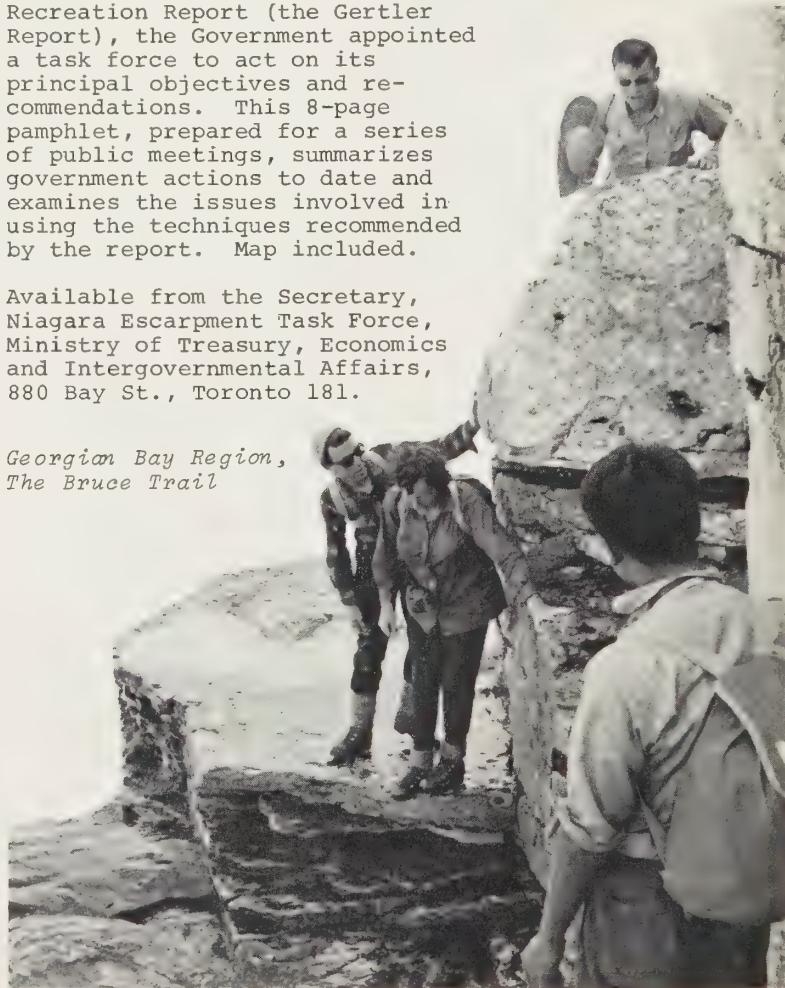
49 pp., illustrated, maps included, \$10. Available from Ontario Government Bookstore, 880 Bay St., Toronto 181. Make cheques or money orders payable to the Treasurer of Ontario.

### *How Do We Manage the Niagara Escarpment*

This extraordinary environmental corridor stretches for 465 miles from Queenston to the Bruce Peninsula and offers everything from multi-purpose parks to a multi-million dollar extractive industry. In accepting the philosophy of the 1968 Niagara Escarpment Conservation and Recreation Report (the Gertler Report), the Government appointed a task force to act on its principal objectives and recommendations. This 8-page pamphlet, prepared for a series of public meetings, summarizes government actions to date and examines the issues involved in using the techniques recommended by the report. Map included.

Available from the Secretary, Niagara Escarpment Task Force, Ministry of Treasury, Economics and Intergovernmental Affairs, 880 Bay St., Toronto 181.

### *Georgian Bay Region, The Bruce Trail*



## box scores: official plans

April, May, June 1972.

### Submitted

Beeton - Village	
Brock Township	
Dumfries South - Twp.	
Howard Township	
Middleton Township	
Port Rowan Village	
Rockcliffe Park Village	
Russell Township	
Thorold - Town	
Westminster Township	
Windham Township	
	<u>TOTAL 11</u>

### Approved by Minister

Dereham Township	
Gosfield North Township	
	<u>TOTAL 2</u>
<u>Approved by O.M.B.</u>	<u>TOTAL 0</u>

### AMENDMENTS SUBMITTED

Ancaster Township # 84  
 Anderdon Township # 2  
 Barrie - City #5, #5A, #7, #8  
 Binbrook # 91  
 Brighton Village #1  
 Brockville & Elizabethtown # 21  
 Burlington-Town # 60, # 61, #63  
 Caledon - Township #2  
 Caledonia - Town #5  
 Chatham - City #11  
 Chinguacousy - Township #35, #42, #43, #44, #46, #47, #49  
 Delhi - Town #1  
 Dorchester North - Township #10  
 Durham - Town #1  
 Etobicoke - Borough #244  
 Flamborough West - Township #83, #89, #90  
 Fort Erie - Town #2, #3  
 Fort Frances - Town #24  
 Kincardine - Town #9  
 Lindsay - Town #8  
 London - City #94, #95, #96  
 Markham - Town #38  
 Mississauga - Town #236, #237  
 Niagara Falls - City #54, #55  
 Niagara-On-The-Lake #9, #10, #11  
 Pembroke - City #9  
 Pickering - Township #2  
 Port Colborne #20, #21, #22  
 Richmond Hill - Town #5  
 St. Mary's - Town #1  
 Sandwich West - Township #3, #4  
 Sarnia - Township #1  
 Sault Ste. Marie #17, #19, #20, #22

Scarborough-Borough #295, #296, #297, #298, #299, #300, #301, #302, #303  
 Seneca-Township #3  
 Smith Falls-Separate Town #4  
 Sudbury - City #16, #17  
 Timmins - Town #17, #19, #21, #23, #28  
 Tiny - Township #2  
 Valley East-Township #8, #9  
 Vanier - City #6  
 Vaughan - Town #19  
 Walkerton - Town #9, #10  
 Waterloo - City #2  
 Whitby - Town #16  
 North York - Borough #254, #D-12-9, #D-11-2

Total 89

### AMENDMENTS APPROVED BY MINISTER

Barrie - City #4  
 Bowmanville - Town #4, #5, #6  
 Chinguacousy - Township #39, #40, #43  
 Cobourg - Town #11  
 Collingwood - Town #21  
 Cornwall - City #5, #6  
 Couchiching #2  
 Espanola - Town #1  
 Flamborough West - Township #83  
 Fort Erie - Town #2  
 Gloucester - Township #6  
 Huntsville - Town #1  
 Kemptville #1  
 London - City #93  
 Mississauga - Town #235, #236  
 Neelon & Garson - Township #6, #7  
 Niagara Falls - City #53  
 Oshawa - City #37, #38, #41  
 Ottawa - City #62  
 Port Colborne - City #17, #18, #19, #21  
 Sault St. Marie - City #15  
 Scarborough #282, #292, #294, #295, #296, #299  
 Shuniah - Township #8  
 Timmins - Town #16, #17, #28  
 Vanier - City #4  
 Vaughan - Town #26  
 Walkerton #8  
 Waterloo - City #1, #4  
 Welland - City #23  
 Whitchurch-Stouffville - Town #1  
 York - Borough #16  
 York North - Borough #253

TOTAL 52

### Amendments Approved by O.M.B.

Chinguacousy - Township #41  
 Sault Ste. Marie #12

TOTAL 2

# OFFICIAL PLANS

July, August, September 1972.

## Submitted

Capreol - Town  
 Caradoc - Township  
 Colchester North - Township  
 Fredericksburgh South - Township  
 Hope - Township  
 Huntley - Township  
 Iroquois Falls - Town  
 Lakefield - Village  
 Lobo - Township  
 Petawawa  
 Saint Vincent

TOTAL 11

## APPROVED BY MINISTER

Michipicoten - Township  
 Tosorontio  
 Wyoming

TOTAL 3

APPROVED BY O.M.B.

TOTAL 0

## AMENDMENTS SUBMITTED

Barrie - City #9,#10,#11  
 Bolton - Village - #5,#6  
 Burlington - Town #64,#65  
 Cayuga North - Township #3  
 Chinguacousy - Township #37  
 Cornwall - City #7,#8  
 Dryden - Town #2  
 Etobicoke - Borough #D7-1-72,  
 #245,#246,#D8-2-72,#D8-1-72  
 Galt - City & Suburban #4  
 Georgetown - Town #13  
 Gloucester - Township #8  
 Hamilton - City #276  
 Hamilton-Wentworth (Binbrook  
 Huron - County #1 Section)#92  
 King - Township #2  
 Kingston - Township #6  
 London - City #97,#98  
 Markham - Town #28,#39,#40,#41  
 Malden - Township #1  
 McDougall - Township #1  
 Meaford - Town #4  
 Niagara Falls - City #56,#57,#58,#61  
 Orangeville - Town #1  
 Oro - Township #1  
 Oshawa - City #42  
 Oxford County (Ravistock Portion)#2  
 Pembroke - City #10  
 Port Dover - Town #1  
 St. Thomas - City #9  
 Sarnia - City #19  
 Sarnia - Township #2,#3  
 Sault Ste. Marie #21,#23,#24

Scarborough #304,#305,#306,#307,#308,  
 #309,#310,#311,#312,#313,  
 #314,#315,#316,#317,#318

Seneca - Township #4  
 Shelburne - Village #1  
 Shuniah - Township #9  
 Smiths Falls - Sep. Town #3  
 Timmins - Town #24,#25,#26,#27,#29  
 Vaughan - Town #28,#29  
 Wallaceburg - Town #3  
 Whitchurch-Stouffville - Town #2,#10,  
 #11,#12,#13  
 Whitney - Township #1  
 Windsor - City #1,#2,#3,#4.  
 Woodstock - City #15  
 North York-Borough #D-10-4 #D-10-5

TOTAL 91

## AMENDMENTS APPROVED BY MINISTER

Burlington - Town #58,#61  
 Cayuga North - Township #1  
 Chatham - City #11  
 Chinguacousy - Township #46,#49  
 Exeter - Town #2  
 Guelph - City #3  
 London - City #91,#92,#95,#96  
 Newmarket - Town #7  
 Niagara Falls - City #54,#55  
 Niagara-on-the-Lake - City #7  
 Parry Sound - Town #1  
 Port Colborne - City #22  
 Sault Ste. Marie - City #16  
 Scarborough - Borough #297,#298,#300,  
 #301,#303

Seneca - Township #3  
 Sudbury - City #16  
 Timmins - Town #19,#23  
 Toronto - City #17  
 Valley East- Township #8  
 Vanier - City #6  
 Wallaceburg - Town #2  
 Waterloo - City #2,#5,#6  
 Whitby - Town #17  
 Windsor - City #1  
 North York - Borough #254,#D-12-9.

TOTAL 39

AMENDMENTS APPROVED BY O.M.B.

TOTAL 0

# box scores: subdivisions

## SUBDIVISIONS SECTION STATISTICS

JULY, AUGUST, SEPTEMBER 1972

CofA - Committee of Adjustment  
LDC - Land Division Committee  
T.H. - Town Houses  
APT. - Apartments  
D/A - draft approval  
N/A - not approved  
F/A - final approval  
Gr'd - granted

County, Region or District	SUBDIVISIONS					MINISTER'S CONSENTS			CONDOMINIUMS					CONSENTS RECEIVED		
	New Ap. Rec'd	Draft plan			Lots Reg'd	Appl. Rec'd	Gr'd	Not Gr'd	Appl. Rec'd	D/A	F/A	T.H. APT. Rec'd	CofA	LDC	Minister's Appeals	
METRO TORONTO	17	9	-	10	73	-	-	-	11	5	6	210	716	223	-	-
NIAGARA	8	7	-	3	171	-	-	-	-	-	-	74	-	204	-	-
OTTAWA	6	4	3	7	553	-	-	-	6	2	3	-	441	211	79	3
CARLETON	14	6	-	3	52	20	8	4	1	-	-	-	-	142	-	-
YORK	2	2	2	-	12	-	-	-	-	-	-	-	-	-	165	-
MUSKOKA																
BRANT	6	1	1	4	53	5	-	1	-	-	-	-	-	54	-	-
BRUCE	6	1	2	1	192	-	-	-	-	-	-	-	-	43	88	-
DUFFERIN	2	1	2	-	27	29	23	9	-	-	-	-	-	48	-	-
ELGIN	3	1	-	1	15	-	-	-	-	-	-	-	-	42	30	-
ESSEX	1	3	1	4	59	58	48	25	2	1	1	-	-	123	-	1
FRONTENAC	2	2	-	1	181	81	35	24	-	-	-	-	-	103	-	5
GREY	6	2	4	-	-	2	-	-	1	-	-	16	-	23	145	-
HALDIMAND	1	1	-	-	-	8	6	6	-	-	-	-	-	38	-	2
HALIBURTON	2	3	1	7	188	-	-	-	-	-	-	-	-	-	130	3
HALTON	13	1	-	5	449	-	-	-	2	2	2	-	95	128	-	9
HASTINGS	2	1	2	-	-	-	-	-	-	1	-	-	-	73	80	8
HURON	-	-	1	1	18	-	-	-	-	-	-	-	-	5	67	-
KENT	2	2	-	-	99	-	1	-	-	-	-	-	-	84	39	-
LAMBTON	2	1	-	2	60	54	-	-	-	-	-	-	-	66	36	2
LANARK	3	-	-	-	-	83	75	37	-	-	-	-	-	6	-	-
LEEDS & GRENVILLE	-	-	-	-	140	-	2	2	-	-	-	-	-	27	222	9
LENNOX & ADDINGTON	-	1	1	-	-	-	-	-	-	-	-	-	-	23	50	-
MIDDLESEX	3	1	-	3	14	-	-	-	-	-	-	-	-	95	68	3
NORFOLK	2	-	-	-	-	14	5	5	-	-	-	-	-	42	-	-
NORTHUMBERLAND & DURHAM	6	9	2	2	95	140	135	29	-	-	-	-	-	93	-	6
ONTARIO	11	5	-	4	169	24	20	8	-	-	-	-	-	100	-	-
OXFORD	4	1	-	1	-	-	-	-	-	-	-	-	-	87	35	-
PEEL	20	4	1	9	788	-	-	-	4	2	2	16	268	209	-	-
PERTH	1	-	-	2	171	5	-	2	-	-	-	-	-	27	44	-
PETERBOROUGH	6	4	3	2	196	108	154	41	-	-	-	-	-	47	-	-
PRESCOTT & RUSSELL	1	-	-	-	6	-	-	-	-	-	-	-	-	1	204	3
PRINCE EDWARD	-	-	3	-	-	-	-	-	-	-	-	-	-	33	66	5
RENFREW	10	2	1	1	38	-	-	-	-	-	-	-	-	9	243	-
SIMCOE	22	7	14	6	209	90	56	21	-	-	-	-	-	378	-	-
STORMONT DUNDAS & GLENGARRY	3	1	-	1	41	-	19	1	-	-	-	-	-	25	89	-
VICTORIA	1	-	1	2	245	-	-	-	-	-	-	-	-	6	127	1
WATERLOO	11	-	-	8	581	7	15	-	-	-	1	-	-	222	-	-
WELLINGTON	4	1	1	1	-	29	29	4	1	-	1	-	-	122	-	-
WENTWORTH	7	2	6	8	102	-	-	-	-	-	1	-	278	234	-	-
ALGOMA	-	4	3	5	260	43	24	9	-	-	-	-	-	48	-	1
COCHRANE	2	3	-	4	9	53	31	13	-	-	-	-	-	47	-	2
KENORA	2	2	-	-	6	59	42	6	-	-	-	-	-	-	-	-
MANITOULIN	2	4	-	1	-	36	34	7	-	-	-	-	-	-	-	-
NIPISSING	2	1	2	3	34	37	12	19	-	-	-	-	-	55	-	-
PARRY SOUND	8	6	3	2	43	153	73	21	-	-	-	-	-	4	-	-
RAINY RIVER	-	-	-	-	-	28	12	5	-	-	-	-	-	9	-	-
SUDBURY	10	14	2	4	105	69	31	22	-	-	-	-	-	61	-	3
THUNDER BAY	2	3	3	-	8	39	17	6	-	-	-	-	-	87	-	-
TIMISKAMING	3	4	-	2	15	43	16	3	-	-	-	-	-	7	-	-
TOTAL	241	127	65	120	5,477	1,317	923	330	28	13	17	316	1,798	3,714	2,007	66

## the OMB decides

From time to time the Newsletter will print a summary of an appeal heard by the Ontario Municipal Board against a committee of adjustment decision on a minor variance. It is hoped that these summaries and comments will assist committees in evaluating applications that come before them.

The first, then, is an application for an extension of a non-conforming use and a rear yard variance. The applicant wished to erect a large addition to a non-conforming auto-body shop and fibreglass manufacturing business at the rear of a dwelling in a residential zone. The addition would have extended to the rear lot line, although the by-law required a 25-foot rear yard. The applicant had actually commenced building the extension before applying for either a minor variance or a building permit.

The committee refused the application and the applicant appealed the decision to the Ontario Municipal Board.

The OMB upheld the committee's decision and dismissed the appeal. The Board observed that when a by-law creates a legal non-conforming status it is hoped that the use "eventually will wither and disappear". To extend the structure, the Board ruled, would have the opposite effect and would thus not be in accordance with the intention of The Planning Act.

Moreover, it was the Board's opinion that reducing to zero the 25-foot rear yard called for in the by-law did not constitute a minor variance.

In its written decision the Board questioned what, if any, weight should be given to the substantial investment that the appellant already had in the partially constructed building, especially in view of his failure to obtain a

building permit prior to commencing construction. On this point, the decision reads "...the Board has never considered the concept of an accomplished fact as one of those matters to be taken into account in determining the reasonableness of an application under this section (42(2)(a)) of the act." The Board's report states that, if any consideration is to be given to hardship in this case, it should "be weighed in the light of the actions of the appellant in making the investment".

K. LENMAN editor

# ONTARIO PLANNING

## wasaga beach

Think of Wasaga Beach and think of cars. For many years the two have been inseparable. Summer 1973, however, will be different. The Ontario government's Wasaga Park Community Project will have succeeded in its first priority item: getting the cars off the beach. By this summer enough off-beach parking spaces will be ready to accommodate 2,400 cars, the number required for an average summer weekend.

For most of its history Wasaga Beach has been more important as a transportation route than a recreation area. Migrating Indians travelled its miles of hard packed sand in their moves from one village to another; to the first white settlers it was the last and easiest stage of the difficult Nine Mile Portage from Lake Simcoe.

Tourists didn't discover Wasaga until the 1920's, after the advent of the automobile. With today's highways and cars, Wasaga Beach is only 90 minutes drive from half the population of Ontario.

It is a prime recreation area. Not only does it have one of the finest fresh water beaches in Canada but also there are dunelands, the Nottawasaga River, an attractive river oxbow area and a floodplain.

In 1962 the upkeep of the beach became too large a task for the four municipalities involved--the Village of Wasaga Beach, and the Townships of Nottawasaga, Sunnidale and Flos. Three of them relinquished their licences of occupation to the Province that year and the fourth has since made similar arrangements.

To manage its new acquisition the then Department of Lands and Forests produced a plan proposing the purchase of most of the land within 400 feet of the beach. A second look by planning consultants in 1965 pointed out that this narrow strip would create problems for the community and would not exploit the full potential of the area. Having realized the magnitude of the undertaking, the government appointed an inter-departmental committee assisted by consultants to draw up a master plan. Although parts of this plan were rejected by both the

government and the four municipalities, the concept of it was accepted and the work now being done is based largely on that concept.

The principal objection to the 1967 Plan was the exclusion of private development agencies in favour of a Provincial commission which was envisaged as taking over not only all development responsibility but municipal government functions as well. This idea was scrapped. Instead the government will take all responsibility for developing the Provincial Park, and most of the responsibility for improving highways and roads and providing piped services. Private enterprise will see to the commercial development. The possibility of instituting a single municipal government for the area is under study.

The Master Plan, agreed to in 1971, is based on the concept expressed in 1967: the creation of a "large multi-use park supported by a complement of tourist facilities, completely integrated with a new viable community". At the completion, the park will be able to cater to 85,000 visitors at one time, half of them on the beach.

The concept includes the provision of recreational activities for day visitors, longer-term visitors and seasonal and permanent residents. Commercial recreation facilities are proposed in concentrated areas which would accommodate 15,000 visitors, while neighbourhoods of seasonal and permanent dwellings are proposed to house 25,000 residents. These, of course, are long-range objectives, not likely to be achieved before the turn of the century.

But some of Wasaga Beach's problems were too severe to await even the 1971 Master Plan. These were primarily off-beach parking, a second bridge over the Nottawasaga River to divert through traffic from the beach area, and preliminary studies into providing piped services and the health of the existing commercial area. Accordingly, in September 1969, the Wasaga Park-Community Project was formed within the old Department of Municipal Affairs and given funds to carry out some of the more critical jobs. The Project, though housed in the Ministry of Treasury, Economics and Intergovernmental Affairs, is an interdepartmental

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group with members from the Ministries of Transportation and Communications, Natural Resources, Environment, and Industry and Tourism.

A number of studies were undertaken immediately to determine how much use the beach received, how many car park places would be needed at various times of the week, how many people were in each car, and so on. A study into the feasibility of servicing the community area was completed last summer. The next step of the servicing program will be detailed design studies; this phase is expected to last about 18 months. A surface water drainage study pointed out the need to maintain and improve existing drainage channels and to acquire land to build more.

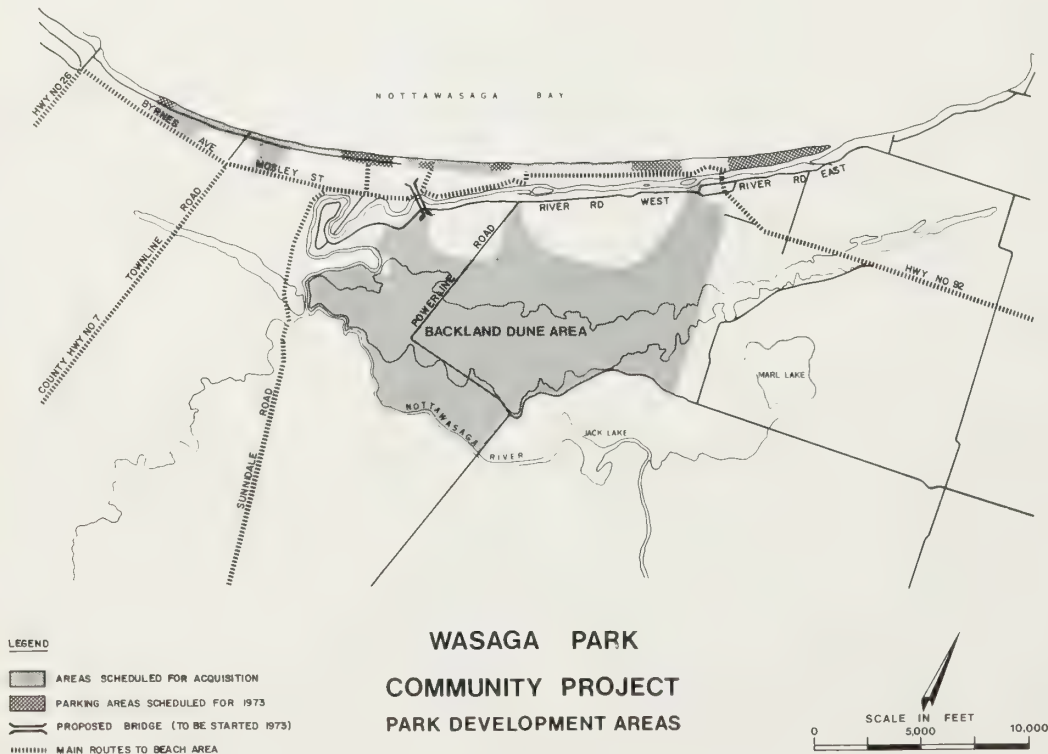
A study of the commercial area and how it might best be organized is about to begin.

The 1971 plan's proposals for a highway network were examined by the Ministry of Transportation and Communications. Their recommendations are expected shortly. In the meantime, however, plans are going ahead to begin construction of the

second bridge across the Nottawasaga River this spring.

The ecology and history of the park area are being examined with a view to establishing which areas would be suitable for development in an interpretive program in the future. Plans are in preparation for a small historic park at the Schoonertown site where the first white settlement in the area originally stood. As part of this site is now planned to hold one foot of the new bridge, an archaeological salvage operation will be conducted before construction begins.

The beach itself was divided into six priority areas in which land needed to be acquired immediately. The acquisition in three of the sectors is almost complete and it is on some of this land that the off-beach parking facilities have been provided. Other parts of it are devoted to picnic areas, change houses, and public washrooms. Much of the land still to be acquired in the other three sectors will be put to the same uses. Efforts to close the beach to automobile traffic received unexpected help from natural events--



water levels in Lake Huron are at a record high, and much of the beach "roadway" is inundated.

Land is being acquired now in the dunes. About 60 percent of the area needed for a dune park has been assembled. Only once, in the beach area, has it been necessary to use expropriation proceedings. For the most part the government is buying the land as it comes on the market.

Wasaga Beach's long history as a transportation route is ended and the whole area is about to take its rightful place as one of Ontario's prime resorts.



## minding our own business

Does it really matter to the Province how many bedrooms an apartment building has? Can't the municipality decide this by itself?

Rendering unto Caesar the things that are Caesar's is the theme of a report on municipal planning, *Municipal Planning Review*, published by the Ontario Economic Council. The report, produced by a consortium of consultants, maintains that too little of the real responsibility for local planning rests at the local level; that the Province is as much involved with matters not its business (the number of bedrooms, in the example above) as it is with its rightful field of concern (in this example, the total housing supply).

To remedy the situation the report would like to see as much authority as possible delegated right down the line to those municipalities with the demonstrated capability to handle it. Furthermore, regional councils should delegate as much as possible of their authority to lower-tier councils.

Then, as proof of its sincerity, the Provincial government should undertake to carry out its activities in any part of the province in accordance with the official plan in effect in the area.

In the meantime, since many municipalities are not in a position to accept additional planning responsibility, the Ministry should delegate approval authority to its own field offices and thus at least get the decision making closer to the scene of the action. (At present, only the Thunder Bay field office has approval powers).

The powers recommended to be handed over are those governing approval of subdivision and consent applications, and zoning by-laws and their amendments. The Province should maintain authority over "municipal structure plans" but should delegate to upper-tier councils the right to approve "municipal district plans" (secondary plans for small areas).

Again minding its own business, the Province should prepare

"provincial plans" for overall growth and development policy in the five planning regions (North-western, Northeastern, South-western, Central and Eastern Ontario). Both the "provincial plans" and the "municipal structure plans" should be given legal status and made binding on any person or agency operating in the area concerned.

The report contains 77 recommendations, most directed toward the primary objective of getting the planning power into the hands of those the authors believe should have it.

For example:

Municipal councils should be given the plan making function directly and planning boards should be phased out (as has been done in the regional municipalities);

The power to grant consents should be given to councils, removing this function from committees of adjustment and eliminating land division committees;

The Province should provide grants to municipalities to assist in the preparation of municipal plans or comprehensive amendments, or approved studies.

The foundations of centralized planning authority were laid down in The Planning Act of 1946. At the time, a post-war housing crisis and a shortage of trained planners made this perhaps the only route open to the Province. In the years since, however, planners have become plentiful and the larger municipalities have acquired fully trained and experienced staff for their planning departments. In such situations, the approval functions performed by the Ministry serve merely to duplicate the already competent efforts of municipal planners and contribute to the delay inherent in the present approval system.

Another aspect of planning in Ontario that failed to find favour in the report is the role of the Ontario Municipal Board. In the authors' opinion, the adversary system to deal with appeals on planning matters is cumbersome, time-consuming and unnecessary. It would be better, say the authors, to appoint a Provincial inspector

to hear appeals. He would report to the Minister who would rule on the matter. To protect the rights of individuals and groups--a use to which the Board is often put--the report recommends an ombudsman to represent such interest in appeals to the Minister.

The use, or rather misuse, of zoning by-laws also comes under fire. Too often they are used as substitutes for planning by reluctant municipalities, although their real job is to protect already developed areas from incompatible uses. As an alternative for areas where rapid change is taking place, the report suggests "development control". This would involve, in effect, placing a statutory freeze on development throughout a municipality, then examining and approving (or not) each individual proposal on its individual merits. For the purpose of this approach, "development" is widely defined to include demolition, altering natural features, and tree removal as well as building construction and alteration.

Citizen involvement in planning decisions is strongly advocated by the authors. To date, citizen participation has largely taken the form of opposition to a plan already or nearly completed. Scarcely an urban centre of any size in Ontario does not have its own story of irate citizens storming the doors, figuratively and sometimes literally, demanding to be heard. Probably the most notorious case was Metro Toronto's Spadina Expressway, carried all the way to Cabinet. The report would have all approval-granting bodies required to give notice of receipt of planning applications to everyone affected, and to hold hearings on them. An intriguing anomaly in the present legislation is that, while committees of adjustment must notify the property owner across the street of an application for consent, nobody is required to warn him of an impending subdivision.

To simplify life for the municipalities and to help them meet their individual needs, the report makes several recommendations.

For example:

Make references in The Planning Act to "renewal" rather than to "redevelopment" so that rehabilita-

tion programs can get the same support that redevelopment projects get;

Municipalities should be permitted to require park dedications related to population and other circumstances rather than be boxed in to the 5 percent rule.

Municipalities should be empowered to require cash in lieu of road widenings so that, for example, streets can be widened on one side only.

There are many other recommendations; they range all the way from some thoughts on subdivision design (poor) to a proposal for a central provincial statistics bank for the use of municipalities.

Publication is scheduled for April. The report will be mailed to all planning boards, municipal councils and planning committees of various kinds. Additional copies will be available at a charge of \$5.00 from the Queen's Printer, Queen's Park, Toronto. (Make cheques or money orders payable to the Treasurer of Ontario).

It should be pointed out that although this report was commissioned by a government agency, the opinions expressed in it are those of the authors.

## bookshelf

### *Neighbourhood Planning in Developed Areas*

City of Hamilton Planning  
Department

A post-bulldozer pamphlet on the procedures followed by the City of Hamilton in preparing secondary plans for the rehabilitation of older residential neighbourhoods. The methods the city uses for involving residents are discussed, together with the procedures for implementing the plans.

17 pp., illustrated.

### *Neighbourhood Design in Undeveloped Areas: A Planning Concept*

City of Hamilton Planning  
Department

A guide for the design of new neighbourhoods, including land use arrangement, vehicular circulation and community function, with a description of procedures followed and implementation methods.

17 pp., illustrated.

### *Planning Data System*

City of Hamilton Planning  
Department

Hamilton's electronic data processing system has been applied to planning matters as well as those financial. Information on individual properties includes everything from the owner's name and address to the tax classification. The booklet describes how the program was developed and how the city's planners use it.

12 pp., illustrated.

These three publications are available at no charge from:

The City of Hamilton Planning  
Department,  
City Hall,  
Hamilton, Ontario.

## box scores:official plans

October, November & December 1972.

### Submitted

Town of Almonte  
Bruce Township  
Charlotteville Twp.  
Twp. of Humphrey  
Milverton & Mornington  
Nottawasaga Twp.  
Town of Renfrew

TOTAL 7

### APPROVED BY MINISTER

Arthur Village  
Twp Charlottenburgh  
Kirkland Lake  
The Lakehead (Partial)  
Village of Stirling

TOTAL 5

### APPROVED BY O.M.B.

TOTAL 0

### AMENDMENTS SUBMITTED

Anderdon Twp #3  
Beaver Valley #1  
Bosanquet Twp #1  
Brockville & Elizabethtown #23  
Bruce East #1  
Burlington #67  
Chinguacousy #48,#50,#51  
Cornwall City #9  
Etobicoke #D9-1-72  
Exeter Town #3  
Goderich Town #1,#2.  
Hamilton City #278,#279,#280.  
Kemptville #2, #3.  
Kitchener #27  
London - City #99,#100, #102  
Markham - Town #42  
Mississauga #238,#239,#240  
#241,#242,#243.  
Mitchell - Town #2,#3.  
Napane - Town #1  
Newmarket #8  
Niagara Falls City #62  
Oakville #21  
Oshawa #43,#44  
Ottawa City #63  
Petrolia #2  
Port Colborne #23  
Port Dover #2  
Richmond Hill #1  
St. Thomas-City #10  
Sarnia #20,#21  
Sault Ste. Marie #25,#26  
Scarborough #319,#320,#321,#322  
#323,#324,#325  
Sudbury #18  
Tottenham Village #1  
Valley East Twp. #10  
Vaughan Town #30

Welland #24  
Whitby-Town #18,#19,#20  
Whitby East - Twp. #1  
Whitchurch-Stouffville #3,#4.  
Windsor #5,#6.  
Woodstock #16  
York North #D-10-6,#D-11-3, #D-11-4  
#D-12-10,#D-12-11  
#255, # 256.

TOTAL 76

### AMENDMENTS APPROVED BY MINISTER

Anderdon Twp #1  
Barrie #5A.  
Bolton Village #5  
Brockville,Elizabethtown #21  
Burlington #65  
Caledonia Twp. #2  
Cayuga North Twp #2  
Chinguacousy Twp #35,#36,#42  
Cornwall #7  
Dorchester North Twp #10  
Etobicoke #244,#245  
Fort Erie Town #3  
Fort Frances #24  
Hamilton-Wentworth  
(W. Flamborough) #90  
Hamilton-Wentworth  
(Binbrook Section) #91  
London #98,#99  
Markham Town #40,#41  
McDougall & Foley Twp. #1  
Meaford Town #4  
Niagara Falls City #56,#62  
Niagara-on-the-Lake #11  
Oshawa #42  
Ottawa City #63  
Pembroke City #9  
Port Dover Town #1  
St. Thomas City #9 (Partial)  
Sandwich West Twp. #3  
Sarnia #19,#20,#21  
Sarnia Twp. #1  
Sault Ste. Marie #19,#20,#21,#26  
Scarborough (#223 Partial) #302,  
#305,#306,#308,#309  
#311,#312,#313,#314,  
#315,#316,#318,#319  
Shelburne Village #1  
Sudbury City #17  
Timmins Town #21  
Windsor #3,#6  
Woodstock City #15  
York North #D-10-4,#D-10-5

TOTAL 63

### AMENDMENTS APPROVED BY O.M.B.

City of Toronto #19

TOTAL 1

# box scores: subdivisions

## SUBDIVISIONS SECTION STATISTICS OCTOBER, NOVEMBER, DECEMBER 1972

CofA - Committee of Adjustment  
LDC - Land Division Committee  
T.H. - Town Houses  
APT. - Apartments  
D/A - draft approval  
N/A - not approved  
F/A - final approval  
Gr'd - granted

County, Region or District	SUBDIVISIONS					CONDOMINIUMS					MINISTER'S CONSENTS			CONSENTS RECEIVED		
	New Ap. Rec'd	Draft D/A	Plan N/A	F/A	Lots Reg'd	Appl. Rec'd	D/A	F/A	APT. Reg'd	T.H.	Appl. Rec'd	Gr'd	Not Gr'd	CofA	LDC	Minister's Appeals
METRO TORONTO	13	13	-	10	610	12	8	9	1,894	296	-	-	-	207	-	-
NIAGARA	15	6	4	8	479	-	-	-	-	-	-	-	-	220	-	1
OTTAWA																
CARLETON	15	4	1	3	23	4	4	1	-	116	-	-	-	223	83	-
YORK	13	4	5	2	151	-	-	1	-	-	30	11	6	130	-	-
MUSKOKA	2	2	4	1	48	-	-	-	-	-	-	-	-	-	140	-
BRANT	5	-	1	1	12	-	-	-	-	-	6	3	2	69	-	-
BRUCE	4	5	7	1	-	-	-	-	-	-	-	-	-	39	120	-
DUFFERIN	1	-	-	1	-	-	-	-	-	-	33	37	2	48	-	1
ELGIN	2	-	-	-	-	-	-	-	-	-	-	-	-	34	45	1
ESSEX	2	2	-	2	79	1	1	1	394	161	1	1	-	144	90	17
FRONTENAC	3	1	-	5	299	-	-	-	-	-	83	43	39	69	-	-
GREY	2	4	5	-	-	-	-	-	-	-	-	-	-	13	166	-
HALDIMAND	2	-	-	-	-	-	-	-	-	-	15	5	1	68	-	-
HALIBURTON	1	5	6	2	25	-	-	-	-	-	-	-	1	-	132	-
HALTON	14	2	1	12	829	2	-	-	-	89	-	1	-	176	-	-
HASTINGS	2	1	-	4	70	-	-	-	-	-	-	-	-	49	106	5
HURON	1	-	-	1	-	-	-	-	-	-	-	-	-	7	58	-
KENT	3	1	-	2	-	-	-	-	-	-	-	-	-	61	63	-
LAMBTON	5	1	-	2	183	-	-	-	-	-	-	-	-	61	47	2
LANARK	1	-	-	-	-	-	-	-	-	-	103	93	37	1	-	-
LEEDS & GRENVILLE	7	-	1	-	-	-	-	-	-	-	-	1	-	41	158	-
LENNOX & ADDINGTON	2	1	1	1	3	-	-	-	-	-	-	-	-	9	104	1
MIDDLESEX	5	1	-	-	19	2	-	-	-	-	-	-	-	113	66	-
NORFOLK	1	-	1	1	-	-	-	-	-	-	22	10	4	38	-	-
NORTHUMBERLAND & DURHAM	5	3	6	8	257	-	-	-	-	-	101	149	9	93	-	-
ONTARIO	14	2	-	3	153	1	-	-	-	-	27	20	4	134	-	-
OXFORD	1	-	-	2	143	-	-	-	-	-	-	-	-	87	35	-
PEEL	24	6	1	13	537	7	1	2	-	513	-	-	-	220	-	-
PERTH	1	1	1	-	-	-	-	-	-	-	1	1	-	10	37	-
PETERBOROUGH	5	3	5	3	116	-	-	-	-	-	-	-	-	43	60	-
PRESCOTT & RUSSELL	-	1	-	2	12	-	-	-	-	-	-	-	-	-	182	-
PRINCE EDWARD	2	-	-	-	-	-	-	-	-	-	-	-	-	10	63	13
RENFREW	2	6	1	2	-	-	-	-	-	-	-	-	-	12	193	-
SIMCOE	12	6	11	2	156	1	-	-	-	-	64	50	19	354	-	4
STORMONT DUNDAS & GLENGARRY	3	-	-	3	158	-	-	-	-	-	-	1	-	26	111	-
VICTORIA	5	-	2	2	-	-	-	-	-	-	-	-	-	10	82	6
WATERLOO	13	3	1	5	252	1	1	2	-	-	6	1	-	257	-	-
WELLINGTON	2	2	-	2	31	-	2	-	-	-	28	20	4	112	-	1
WENTWORTH	12	3	6	9	627	1	-	-	-	50	-	-	-	176	-	-
ALGOMA	6	5	-	2	80	-	-	-	-	-	40	38	6	26	-	2
COCHRANE	5	1	-	2	348	-	-	-	-	-	29	24	17	30	-	8
KENORA	5	1	-	-	-	-	-	-	-	-	51	24	14	3	-	-
MANITOULIN	-	1	-	1	101	-	-	-	-	-	42	28	11	-	-	-
NIPISSING	4	5	3	-	45	-	-	-	-	-	32	24	11	36	-	-
PARRY SOUND	1	13	6	11	164	-	-	-	-	-	122	89	56	6	-	-
RAINY RIVER	1	-	-	-	6	-	-	-	-	-	21	18	1	8	-	-
SUDBURY	15	4	7	1	55	-	-	-	-	-	61	37	42	116	-	5
THUNDER BAY	10	1	-	-	-	-	-	-	-	-	33	35	3	41	-	-
TIMISKAMING	2	4	-	1	32	-	-	-	-	-	47	21	12	9	-	-
TOTAL	271	124	87	133	6,103	32	17	16	2,288	1,225	998	785	301	3,639	2,141	67

## the OMB decides

### Case Number 2

The original application for variance in this case involved allowing the construction of an apartment building with 25 per cent more units than allowed by the by-law then in effect. The case was further complicated by the fact that a new comprehensive zoning by-law was awaiting approval and, if approved, would be retro-active to a date prior to the appeal hearing.

The appellant wished to erect a building with 81 units, whereas the by-law allowed only 65, calculated on the basis of 63 feet of frontage for the first five units and three feet for each additional unit. The existing frontage was 244 feet. The pending by-law would have restricted the property concerned to row housing as the only form of multiple family accommodation and would have limited the appellant to 20 units.

The municipality's planning consultant in drawing up the new official plan and zoning by-law had wished to zone the property in question for semi-detached housing only, in accordance with the single-family character of the neighbourhood. He had agreed to row housing only because of the expense already incurred by the appellant in drawing up development plans under the terms of the old by-law.

The committee of adjustment dismissed the application on the grounds that it did not constitute a minor variance and that the density proposed was not desirable in a locale already developed mainly with single-family homes.

The Ontario Municipal Board upheld the committee's decision that the application was not a minor variance and added that there was "no evidence of a planning nature to offset that of the planning consultant that the effect of the variance would be undesirable in

this neighbourhood and *not in conformity with the long range plans for the city*".

### Case Number 3

This case involves the definition of a minor variance and also the "spirit" of the by-law.

The appellants wished to erect a new garage on a corner lot where the by-law called for 30-foot setbacks from both streets. The original garage was set back less than 4 feet from the side lot line; the new garage would have been set back about 17 feet.

The committee of adjustment rejected the application on the grounds that it was not a minor variance and that there was plenty of room behind the house for a garage.

Between the time of the committee's decision and the appeal hearing the property owners were informed by the Public Health Inspector that much of the space behind their house would have to be used for a tile drainage bed to comply with the septic tank requirements. This evidence of need, of course, had not been available to the committee of adjustment.

The Board in making a decision now had to consider the fact that the appellants no longer had an alternative location for their garage. The committee's decision was overturned, the Board stating that a minor variance had to be based not only on the appropriateness of the use requested but also on the general intent of the official plan and zoning by-law, if any. In this case, the Board said, 17 feet was a great improvement over 4 feet and therefore in keeping with the by-law's intent.

The Board concluded: "Neither the courts nor this Board has attempted to define minor variance in terms of feet and inches but rather in relation to the principles as set forth above."

K. LENMAN editor

# ONTARIO PLANNING

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Ontario has a vast heritage of natural amenities. But we must use our land and resources wisely. On June 4 the Government of Ontario introduced three major pieces of planning legislation designed both to preserve our inheritance and to guide the use of our resources that all may benefit.

One, The Ontario Planning and Development Act, 1973 (Bill 128), will allow the Government to designate "development planning areas" in any part of the province to cover aspects of planning that fall between overall provincial strategies and the local official plan. The other two, The Niagara Escarpment Planning and Development Act, 1973 (Bill 129) and The Parkway Planning and Development Act, 1973 (Bill 130), apply to two specific areas in urgent need of protection.

## the Niagara Escarpment

Concern arose for the Niagara Escarpment over the encroachment of pits, quarries, and urban development. In 1968 the government-commissioned Gertler Report recommended sweeping government action, including a land acquisition program, land use regulations, control of pits and quarries, a network of parks and a joint provincial-municipal financing program. The Gertler Report was accepted in principle by the Government, which then set up the Niagara Escarpment Task Force to consider how the Gertler Report could be implemented. The Task Force reported in December 1972 that the goal of any plan for the Escarpment should be to maintain it "as a continuous natural environment while seeking to accommodate demands compatible with that environment". The Task Force proposals for realizing that goal are embodied in The Niagara Escarpment Planning and Development Act.

Under this proposed legislation, the Niagara Escarpment Plan will be prepared under the direction of a 17-member commission. Nine members, including the chairman, will be appointed by the Government; the other eight will be chosen from nominees of the eight affected counties and regions. The area for which the Commission is to produce a plan will be defined by Ministerial order. When the plan

has been prepared, about 1976, the Commission may well be phased out, for the Government sees the likelihood that many of its responsibilities will by then have been turned over to local governments within the planning area.

The legislation allows the Commission to incorporate into the plan guidelines covering:

1. Programs and policies for the economic, social and physical development of the area;
2. Policies relating to the financing and scheduling of both provincial and municipal public works;
3. Co-ordination of provincial and local planning and development;
4. Policies to ensure that private development will be compatible with the plan.

The Act states that in the designated Niagara Escarpment Planning Area provincial policies and plans will take precedence over local official plans and zoning by-laws. Municipalities will be required to amend their documents to accord.

Municipalities without official plans or zoning by-laws will be required to prepare them and submit them for approval. Provincial funds will be forthcoming to assist municipalities that must adopt or amend plans and by-laws.

During the preparation of the Escarpment Plan, wide public participation will be sought. Consultation with municipalities is obligatory under the Act. Copies of the proposed plan must be lodged with all eight county and regional councils and all affected local councils; public notice will be given as to where copies are available for public viewing. A period of at least three months for the submission of briefs will then follow, after which time the Commission will appoint hearing officers to conduct public hearings and receive comments. When all briefs and comments have been considered the Commission will submit the proposed plan and the hearing officers' reports to the Minister who will then submit his recommendations to the Government for formal adoption. On receiving final approval, the plan becomes

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legally binding not only on the municipalities, but on the provincial government and all its agencies. All local official plans will then have to be amended to accord with the Escarpment Plan.

Amendments to the plan may be initiated at any time by municipalities, the province, and the public. The legislation also requires a mandatory five-year review. The public participation provisions of the Act apply to both amendments and to the five-year review.

Although the Task Force recommended restructuring all local government within the Niagara Escarpment area, the Government is proceeding only with its plans for Hamilton-Wentworth, Peel and Halton at this time. For the area between roughly Orangeville and Tobermory, the Government will continue to encourage the establishment of county planning boards.

The Niagara Escarpment Planning and Development Act makes clear provision for the participation of county and regional governments, both through their representation on the Commission and through the briefs they will be invited to submit. Furthermore, as county and regional governments acquire the necessary experience and planning staff, the Government will probably transfer the Commission's responsibilities to them until ultimately the Commission's role will terminate.

To control land use in the Niagara Escarpment Planning Area, both during the preparation of the plan and after its adoption, the Government will use a technique unusual in North America -- development control. Traditional zoning orders generally will not be placed on land within the area. Rather each development proposal will be assessed to see whether it conforms to the overall objectives and guidelines of the Niagara Escarpment Plan. If so, it will be allowed to proceed. While the plan is being prepared, the development control technique will be applied to parts of the area to maintain the stated goal of preserving a continuous natural environment.

The province, of course, will acquire land as another means of implementing the plan. Land will be bought principally where there

are unique ecological and historic features to protect, where recreational facilities will be needed close to urban centres and along the best route for the Bruce Trail. (Government policy for the Bruce Trail involves consultation with the Bruce Trail Association on the best route, the delegation of its management to the Association, and the preservation of the Trail for walking, snowshoeing and cross-country skiing, only).

Pits and quarries, long a matter of concern in the Escarpment, will be subject to three recommendations made by the Task Force and accepted by the Government as policy.

1. A restrictive zone will be established in which new pits or quarries, including wayside pits, will be prohibited. As an interim measure until the plan is adopted, no new pits or quarries will be permitted in the proposed restrictive area.

2. Wherever possible or feasible, operators within the restrictive zone whose pits or quarries conflict with the general goal and objectives for the Escarpment will receive provincial assistance in finding an alternative location.

3. To protect valuable deposits so critical to Ontario's construction industry, mineral resource areas will be designated. Here new pits and quarries will be permitted under rigorous standards defined in the Escarpment Plan.

And what will the plan cost? Land acquisition could run between \$250 million and \$500 million, although an accurate estimate will not be possible until the plan is prepared. Funding for the Commission could amount to more than \$200,000. There will be payments in lieu of property taxes to municipal governments on land purchased by the province, and payments to assist in the modification or preparation of official plans and zoning by-laws. These cannot be estimated as yet. Also, the province will incur expenses in relocating those pit and quarry operators within the restrictive zone. Again, these cannot be estimated. No major expenditures will fall on local governments, however, because of the payments to be made by the province. Financial implications for the private sector will involve primarily

property taxation. Generally land will be taxed according to the land use designations in the Niagara Escarpment Plan and local official plans. For those whose land is less intensively used than the designation allows, special arrangements may be made under the legislation for a partial deferral of property taxes.

## the Ontario Planning and Development Act

The Ontario Planning and Development Act is a wide-ranging piece of legislation. Its terms allow the provincial Government to designate any area of the province as a "development planning area".

This Act will be administered by the Ministry of Treasury, Economics and Intergovernmental Affairs, which, with the assistance of municipalities and regional advisory committees, will draw up a proposed development plan for a development area. Development plans may contain policies on the economic, social and physical development of the area, including population distribution and density, general location of industry, commerce and open space, management of land and water resources, pollution control, location and development of services and transportation systems, and the development of recreational facilities. It may include as well policies on financing and programming public development projects, and policies to co-ordinate planning and development among municipalities.

When a proposed plan is ready, it must be submitted to all affected municipal councils and regional advisory committees. Viewing copies must also be made available to the public. These groups will have at least three months in which to submit briefs. After that a hearing officer will conduct public hearings and submit his findings to the Minister. The Minister will then incorporate whatever changes he deems advisable and submit the plan to the Government for approval. As with The Niagara Escarpment Planning and Development Act, development plans will be legally binding on all affected municipalities and on the provincial Government as well.

Here, too, municipal official plans and zoning by-laws must be amended to conform to the development plan. Municipalities without official plans and zoning by-laws will be required to adopt them and submit them for approval. The province will provide financial assistance to municipalities that must amend their plans and by-laws, or prepare new ones. If necessary, where a development plan is in effect, the Minister may impose zoning orders that do not conform to local official plans.

Amendments may be initiated by the province, the municipalities affected, or by the public. They will be subject to the same public participation requirements as the original plan. Each development plan must be reviewed every five years and, again, the public participation provisions apply.

Once the plan is adopted, no development of any kind may be undertaken that does not conform to it. Where any doubt exists as to the conformity of a project, application may be made to the Minister for a ruling. The Act provides that the province may extend financial assistance to any municipality, organization or person undertaking a program that implements the plan.

The first development planning area is the Parkway Belt West. Others, for example Haldimand-Norfolk, will follow shortly.

## the Parkway Belt West

The blight called urban sprawl has been creeping across our land, covering it with mile after mile of shapeless, wall-to-wall metropolis. Now we face the threat of a gigantic, conglomerate supercity that would engulf the entire Canadian shore of Lake Ontario. The Parkway Belt has been designed to prevent this happening.

A Parkway Belt was first recommended in the Metropolitan Toronto Area Regional Transportation Study (MTARTS) in 1968. Later, it was adopted as an integral part of the original Toronto-Centred Region concept. Now that TCR has been expanded into the Central Ontario Planning Region, the Parkway Belt is a critical aspect of this large planning region.

The Belt is a system of linear, largely open space areas which will separate the Lake Ontario urban communities from one another and give urban residents breathing space. The sections announced on June 4 cover the area west and north of Metropolitan Toronto. Those to the east will be defined and announced within several months.

The sections defined at present are a series of five links (see map). The Northern Link runs from Milton to Markham over the top of Metro. The Southern Link runs from Hamilton to Metro Toronto, separating Burlington, Oakville and Mississauga from Streetsville and two future urban communities. There are three north-south links, called "minibelts". One separates Burlington and the future Burlington North from Oakville and the future Oakville North; another separates Oakville and Oakville North from Mississauga and Streetsville. The third, that just west of Toronto International Airport, will form a critical part of the transportation pattern of southern Ontario, as well as limiting urban expansion west of the airport.

The Parkway Belt will provide more than mere separation, however. Its design was based on four principles:

1. To define and separate communities, and thus to give people a sense of community identity.
2. To link communities with service corridors which can facilitate the movement of people, goods, energy and information without disrupting community integrity.
3. To provide a land reserve for the future, anticipating land uses that cannot be foreseen today.
4. To offer open space and recreational facilities where they are most needed--at the back doors of our urban complex.

## community identification

The Parkway Belt system is designed to develop a recognizable demarcation line between communities. Where possible, it incorporates natural boundary features because these form a more effective divi-

sion than do artificially drawn lines. Thus, it incorporates such natural features as ravines and river valleys which, together with the transportation and utility corridors, present visible physical boundaries around urban communities.

## integration of communities

Paradoxically, while the Parkway Belt will separate communities, it will also link them. Each city must have highway connections to the others; all must be supplied with electricity, telephone lines, water and sewer lines, and so on. The advantages of grouping as many services as possible into one corridor are compelling. It makes no economic sense for services to follow parallel routes several miles apart. If they are grouped together and aligned carefully around communities, not only will land wastage and costs be reduced, but urban centres can be woven together to form an integrated, well-serviced urban complex.

## land reserve

A major aim of the original Toronto-Centred Region concept is to provide for future needs arising from changes both in technology and in human values. The Parkway Belt will provide strips of land for new forms of transportation and additional utilities and pipelines. It will provide also blocks of land for new activities requiring large sites with high regional accessibility. Experience has shown the tremendous costs--both social and economic--of building new facilities after urbanization has occurred.

## open space

The need for recreation facilities for large urban areas is becoming a critical issue. Thus, major recreation areas are accommodated by expanding the Parkway Belt borders to take in conservation areas, ravines, valleys and parts of the Niagara Escarpment. Highways and arterial roads within the Belt will make these facilities easily accessible.

## implementation

To implement the Parkway Belt, it has been declared a development planning area within the meaning of The Ontario Planning and Development Act. Concurrently with the introduction of the legislation, provincial land use regulations took effect. Temporarily, these restrict the entire Belt, as presently defined, to agricultural uses only. This, of course, does not affect non-agricultural uses already in the Belt, although no expansion of existing non-agricultural operations will be permitted.

Under the public participation provisions of The Ontario Planning and Development Act, the Parkway Belt proposals will be submitted to all affected municipal councils, with copies also available to the public. When the period for the submission of briefs is up, hearing officers will be appointed to conduct public hearings. The hearing officers will submit their findings to the Minister. The Minister will consider the plan in the light of the briefs and comments and then submit his recommendations to the Government for formal adoption. Upon adoption the plan will be binding on all municipalities and provincial agencies. No development, either private or public, may be undertaken that conflicts with the plan.

When local official plans and zoning by-laws have been amended or drawn up to conform, as required by

The Ontario Planning and Development Act, the temporary provincial land use regulations will be lifted from the entire area.

The province will acquire land within the Belt, mainly for highway and utility rights-of-way and for recreation purposes. Total long-run costs could run between \$150 million and \$200 million, although the exact cost cannot be estimated at this time. Much of the land, however, is farmland, woodlots and large residential lots, which are privately owned and will remain so.

For a more complete picture of the Government's proposals for both the Niagara Escarpment and the Parkway Belt, copies of the reports are available:

To Save the Escarpment (Report of the Niagara Escarpment Task Force, December 1972) \$1.00

The Niagara Escarpment (Government proposals) \$1.00

The Parkway Belt West \$1.00

These reports may be purchased from the Ontario Government Bookstore, or may be ordered from the Publications Centre, Ministry of Government Services, Room 3B7, Macdonald Block, Queen's Park, Toronto. Please make cheques or money orders payable to the Treasurer of Ontario.

Also available, at no charge, are copies of the three Bills, 128, 129 and 130.



## box scores:official plans

January, February & March 1973.

### SUBMITTED

Adelaide Township  
Adjala Township  
Ailsa Craig Village  
Bowmanville  
Douro Township  
Lower Madawaska  
Medonte Township  
Tay Township  
Waterford & Suburban

TOTAL 9

### APPROVED BY MINISTER

Beaver Valley  
Hope Township  
Iroquois Falls - Town  
Oro Township  
Port Perry Village  
Rainham Township  
Richmond Hill-Town  
Seaforth Town

TOTAL 8

### APPROVED BY O.M.B.

TOTAL 0

### AMENDMENTS SUBMITTED

Dryden Town #3,#4.  
Essex Town #2  
Fergus Town #6  
Garafraxa West Township #1  
Gloucester Township #9  
Goulbourn Township #7  
Hamilton City #281, #283  
East Flamborough #96  
Hamilton-Wentworth(Dundas Section)#95  
Hanover Town #2  
Kingston City #66  
Kirkland Lake City #1,#2,#3,#4.  
London City #101, #103.  
London Township #18  
Midland Town #13, #14, #15.  
Milton Town #5  
Niagara Falls City #63,#64  
Niagara-On-The-Lake #12  
Oro Township #2.  
Paris Town #3  
Pembroke City #11  
Port Colborne City #24  
Sault Ste. Marie #27, #28.  
Scarborough Borough #326,#327,#328  
#329,#331,#332,  
#333.  
Simcoe & Suburban #12  
Valley East Township #12  
Vanier City #7  
Vaughan Town #32  
Waterloo City #7  
Welland City #25  
Windsor City #7  
Woodhouse Township #3  
Woodstock City #17  
York East Borough #12

TOTAL 59

### AMENDMENTS APPROVED BY MINISTER

Anderdon Township #2,#3.  
Barrie City #10  
Burlington Town #60  
Chinguacousy Township #37,#47,#50  
Dryden Town #2  
Exeter Town #3  
Goderich Town #2  
Goulbourn Township #4  
Hamilton City #279  
Hamilton-Wentworth(Saltfleet Section)  
#70.  
Hamilton-Wentworth  
(Binbrook Section) #92  
Kemptville #2  
Kenora Town #2  
Kincardine Town #9  
Kingston Township #6  
London City #97,#102.  
Markham Town #28  
Mississauga Town #239,#240,#241  
#242,#243.  
Niagara Falls City #63  
Niagara-on-the-Lake #10  
Oxford County #2  
Pickering Township #18  
Port Colborne City #24  
St. Marys Town #1  
St. Thomas City #10  
Sault Ste.Marie #22,#23,#24,#25.  
Scarborough Borough #320,#321,#323  
#324,#325,#327,#328,#331  
Smiths Falls #4  
Tay Township #1,#2.  
Tiny Township #2  
Valley East Township #12  
Vaughan Town #29  
Whitchurch-Stouffville Town #13  
Windsor City #7  
York North Borough #D.11.3, #D.12.10

TOTAL 55

### AMENDMENTS APPROVED BY O.M.B.

London City #90  
Scarborough Borough #307,#317,#330.

TOTAL 4

# box scores: subdivisions

## SUBDIVISIONS SECTION STATISTICS JANUARY, FEBRUARY, MARCH 1973

CofA - Committee of Adjustment  
LDC - Land Division Committee  
T.H. - Town Houses  
APT. - Apartments  
D/A - draft approval  
N/A - not approved  
F/A - final approval  
Gr'd - granted

County, Region or District	SUBDIVISIONS					CONDOMINIUMS					MINISTER'S CONSENTS			CONSENTS RECEIVED		
	New Ap. Rec'd	Draft D/A	Plan N/A	F/A	Lots Reg'd	Appl. Rec'd	D/A	F/A	APT. Reg'd	T.H. Reg'd	Appl. Rec'd	Gr'd	Not Gr'd	CofA	LDC	Minister's Appeals
METRO TORONTO	13	7	-	8	216	6	3	11	198	949	-	-	-	208	-	-
NIAGARA	18	19	7	17	1,006	1	-	-	-	-	-	-	-	184	-	-
OTTAWA	9	7	3	11	240	2	2	3	-	192	-	-	-	234	80	-
CARLETON	17	8	5	7	231	-	1	-	-	-	26	5	3	107	-	-
YORK	1	2	2	2	76	-	-	-	-	-	-	-	-	-	91	-
MUSKOKA																
BRANT	8	3	1	-	-	1	1	-	-	-	5	8	3	31	-	-
BRUCE	5	1	2	-	-	-	-	-	-	-	-	-	-	51	95	1
DUFFERIN	3	-	-	-	301	-	-	-	-	-	35	16	5	51	-	-
ELGIN	2	1	1	-	16	-	-	-	-	-	-	-	-	19	26	-
ESSEX	6	6	-	-	85	-	-	1	-	-	-	-	-	148	179	12
FRONTENAC	5	2	1	1	25	-	-	-	-	-	88	28	21	50	-	-
GREY	3	2	8	4	-	-	-	-	-	-	-	-	-	21	112	-
HALDIMAND	2	-	-	-	-	-	-	-	-	-	19	7	4	62	-	-
HALIBURTON	2	1	-	2	123	-	-	-	-	-	-	-	-	-	46	5
HALTON	10	10	1	9	1,249	3	-	1	-	50	-	-	-	121	-	-
HASTINGS	8	2	-	-	40	1	-	-	-	-	-	-	-	79	57	-
HURON	1	1	-	-	61	-	-	-	-	-	-	-	-	7	53	-
KENT	2	1	-	1	70	-	-	-	-	-	-	-	-	73	26	-
LAMBTON	3	-	-	2	27	-	-	-	-	-	-	2	-	58	47	-
LANARK	4	1	2	-	-	-	-	-	-	-	109	78	32	7	-	-
LEEDS & GRENVILLE	1	-	-	-	-	-	-	-	-	-	-	-	-	48	121	3
LENNOX & ADDINGTON	2	1	-	-	-	-	-	-	-	-	-	-	-	22	34	-
MIDDLESEX	5	4	1	4	-	1	-	1	-	27	-	-	-	91	89	-
NORFOLK	3	-	2	1	74	-	-	-	-	-	25	18	-	39	-	-
NORTHUMBERLAND & DURHAM	11	6	7	5	209	-	-	-	-	-	-	2	24	85	40	1
ONTARIO	15	6	7	7	232	-	-	-	-	-	31	17	4	122	-	-
OXFORD	1	1	-	2	117	-	-	-	-	-	-	-	-	80	19	-
PEEL	31	11	-	19	968	7	7	2	-	119	-	-	-	271	-	-
PERTH	2	-	-	-	-	-	-	-	-	-	1	2	-	6	27	-
PETERBOROUGH	4	5	2	9	325	-	-	-	-	-	-	-	-	44	71	2
PRESCOTT & RUSSELL	5	1	-	2	53	-	-	-	-	-	-	-	-	-	81	-
PRINCE EDWARD	2	1	2	-	-	-	-	-	-	-	-	-	-	18	47	-
RENFREW	4	2	2	1	54	-	-	-	-	-	-	-	-	10	118	4
SIMCOE	20	8	19	26	440	1	-	-	-	-	90	67	31	180	-	12
STORMONT DUNDAS & GLENGARRY	2	2	-	-	9	-	-	-	-	-	-	-	-	11	274	-
VICTORIA	4	2	6	-	21	-	-	-	-	-	-	-	-	3	49	1
WATERLOO	10	8	1	2	8	-	-	-	-	44	1	-	-	32	71	-
WELLINGTON	-	5	-	2	110	-	-	-	-	-	23	11	2	117	-	-
WENTWORTH	12	4	1	1	116	-	-	-	-	-	-	-	-	177	-	-
ALGOMA	2	2	1	4	243	-	-	-	-	-	46	29	7	41	-	1
COCHRANE	2	-	-	1	191	-	-	-	-	-	35	17	9	11	-	-
KENORA	2	4	-	-	-	-	-	-	-	-	38	26	7	5	-	-
MANITOULIN	1	3	2	6	12	-	-	-	-	-	37	16	5	-	-	-
NIPISSING	-	4	1	2	168	-	-	-	-	-	26	37	11	41	-	2
PARRY SOUND	8	9	4	5	193	-	-	-	-	-	88	86	54	3	-	-
RAINY RIVER	-	1	-	-	-	-	-	-	-	-	11	9	2	4	-	-
SUDBURY	4	6	8	15	38	2	-	-	-	-	25	27	21	50	-	-
THUNDER BAY	10	12	1	1	18	-	-	-	-	-	47	32	7	55	-	-
TIMISKAMING	3	3	1	1	-	-	-	-	-	-	21	14	6	3	-	-
TOTAL	288	185	101	181	7,365	25	14	19	198	1,381	827	554	258	3,080	1,853	44

## the OMB decides

Case Number 4

This case involves the approval of a zoning by-law designed specifically to cover one proposed development in a village without an official plan. An official plan was under preparation at the time of the hearing, however.

The proposed development comprised 37 townhouses; the village, with few exceptions, had no residential development other than single-family detached houses.

The Board felt that basically the proposal was sound. It did, however, represent a departure from the established pattern of residential development at a time when an official plan was in the making.

The Board refused the application on the grounds that the village should not undertake new types of development before its official plan was ready.

The Board commented: "...if an official plan is adopted and approved, the long term future of residential development of the village can start out from scratch insofar as residential developments other than single-family homes are concerned." In other words, the village should not close off its development options prematurely, before the official plan is adopted.







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